S. HRG. 100-521

MARITIME MUSEUM; STONES RIVER NATIONAL BATTLEFIELD; WESTERN HISTORIC TRAILS CENTER; AND PINELANDS NATIONAL RESERVE VISITORS CENTER

HEARING

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

H.R. 1044, S. 761, S. 963, and S. 1165

OCTOBER 6, 1987

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MARITIME MUSEUM; STONES RIVER NATIONAL BATTLEFIELD; WESTERN HISTORIC TRAILS CENTER; AND PINELANDS NATIONAL RESERVE VISITORS CENTER

TUESDAY, OCTOBER 6, 1987

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 2:07 p.m. in room SD-366, Dirksen Senate Office Building, Hon. Bill Bradley, presiding.

OPENING STATEMENT OF HON. BILL BRADLEY, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator BRADLEY. The subcommittee will come to order.

The purpose of this hearing is to receive testimony on four measures currently pending before the Public Lands Subcommittee: H.R. 1044, which establishes the San Francisco Maritime National Historical Park; S. 963, which expands the boundaries of the Stones River National Battlefield in Tennessee; S. 761, which establishes the Western Historic Trail Center in Council Bluffs, Iowa; and S. 1165, which authorizes the construction and operation of a visitor and educational center in the Pinelands National Reserve and increases the initial authorization for land acquisition.

I would like to take, if I could, just a few minutes to comment on S. 1165.

Because the subcommittee has four measures to consider today, we will ask that the witnesses keep their oral testimony to three to five minutes, but your full testimony will be submitted to the record.

At this time, I will insert copies of these proposals that I have mentioned in the hearing record, which will remain open for two weeks to receive additional statements and materials.

[The texts of H.R. 1044, S. 963, S. 761 and S. 1165 follow:]

II

100TH CONGRESS
1ST SESSION

H. R. 1044

IN THE SENATE OF THE UNITED STATES

MAY 5 (legislative day, APRIL 21), 1987
Received; read twice and referred to the Committee on Energy and Natural Resources

AN ACT

To establish the San Francisco Maritime National Historical Park in the State of California, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "San Francisco Maritime National Historical Park Act of 1987".

SEC. 2. ESTABLISHMENT.

(a) IN GENERAL.—In order to preserve and interpret the history and achievements of seafaring Americans and of the nation's maritime heritage, especially on the Pacific coast, there is hereby established the San Francisco Maritime National Historical Park (hereinafter in this Act referred to as the "park").

(b) AREA INCLUDED.—The park shall consist of the lands and interests therein within the area generally depicted on the map entitled "Boundary Map, San Francisco Maritime National Historical Park," numbered 641/80,053 and dated April 7, 1987. The map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior and in the office of the Superintendent of the park. If the Secretary of the Interior (hereinafter in this Act referred to as the "Secretary") determines, upon completion of the General Management Plan for the park, that the inclusion of the property at Jefferson and Hyde Streets, San Francisco, known as the Haslett Warehouse, would promote the purposes of the park, the Secretary may adjust the boundaries of the park to include that property after notification to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate. The Secretary may make other minor revisions of the boundary of the park in accordance with section 7(c) of the Land and Water Conservation Fund Act of 1965.

(c) GOLDEN GATE NATIONAL RECREATION AREA.—The Secretary shall revise the boundaries of the Golden Gate National Recreation Area to exclude from the National Recreation Area the area within the park (as depicted on the

boundary map referred to in subsection (b)). The Secretary shall transfer to the jurisdiction of the park all real and personal property of the United States administered by the Secretary as part of the National Recreation Area but located within the boundaries of the park (including the museum building), together with all vessels, marine collections, libraries, historic documents, equipment and other marine artifacts which are administered by the Secretary as part of the National Recreation Area and which relate to maritime history.

(d) MUSEUM BUILDING.—The building housing and displaying the marine collections, libraries, historic documents, equipment, and marine artifacts shall be named the "Sala Burton Building" and an appropriate plaque with this designation shall be prominently displayed as part of the structure.

SEC. 3. ADMINISTRATION.

(a) IN GENERAL.—The Secretary shall administer the park in accordance with this Act and with the provisions of law generally applicable to units of the National Park System, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1–4), the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467), and the National Historic Preservation Act (16 U.S.C. 470–470t). The Secretary shall manage the park in such manner as will preserve and perpetuate knowledge and understanding

of American maritime history and to provide for public understanding and enjoyment of maritime history.

(b) DONATIONS.—The Secretary may accept and retain donations of funds, property, or services from individuals, foundations, corporations, or public entities for the purpose of providing services and facilities which he deems consistent with the purposes of this Act.

(c) LEASING.—The Secretary may lease any real or personal property, including vessels and heavy marine equipment such as floating drydocks, which is administered as part of the park. The net receipts from any such lease shall be administered in accordance with the Act of October 27, 1972 (86 Stat. 1299).

(d) FEES.—Notwithstanding any other provision of law, the Secretary may impose entrance fees for admission to the ships in such amounts as he deems appropriate and may impose fees for the use by groups or organizations of the ships. All receipts from such fees shall be administered in accordance with the Act of October 27, 1972 (86 Stat. 1299).

(e) GENERAL MANAGEMENT PLAN.—Within 2 years after establishment of the park, the Secretary shall prepare and transmit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United

States Senate a general management plan for the park. The plan shall include appropriate plans for development of the park to achieve the intent and purposes of this Act which shall include, but not be limited to, the following:

(1) A description of the elements appropriate to the park which shall include, but need not be limited to, the maritime and associated artifacts, documents, and the following historic vessels:

(A) The sailing ship Balclutha.

(B) The steam schooner Wapama.

(C) The steamship SS Jeremiah O'Brien.

(D) The ferry Eureka.

(E) The schooner C.A. Thayer.

(F) The tug Eppleton Hall.

(G) The tug Hercules.

(H) The scow schooner Alma.

The description shall include other real and personal property which comprises the park collections, such as written and illustrative material, objects, wrecks, smaller watercraft, and vessels. The description shall also include other real and personal property which the Secretary deems necessary for purposes of management of the park.

(2) Plans for the preservation of each historic vessel, including docking facilities, maintenance and

ship repair facilities, and estimates for the costs thereof. Such plans shall include determination of permanent docking facilities in the location best suited to the preservation of the historic vessels and for visitor access to the historic vessels. They shall also include methods of accommodating visitors while protecting the historic vessels. Plans shall also provide for the proper care, exhibition, and storage of the park collections.

(3) Plans for the location, preliminary design, and estimated cost of public facilities to be developed for the park, including a museum building, visitor parking, and public transit access.

(4) Plans for the interpretation of the historic vessels and park collections.

SEC. 4. ACQUISITION OF PROPERTY.

(a) GENERAL AUTHORITY.—The Secretary may acquire land and interests in land within the boundaries of the park by donation, purchase with donated or appropriated funds, or exchange.

(b) TRANSFERS FROM OTHER AGENCIES.—The Secretary of Commerce may transfer the Liberty Ship SS Jeremiah O'Brien to the Secretary for inclusion in the historic fleet of the park. Any other Federal property located within the boundaries of the park which is under the administrative jurisdiction of another department or agency of the United

States may, with the concurrence of the head of the administering department or agency, be transferred without consideration to the administrative jurisdiction of the Secretary for the purposes of the park.

(c) STATE AND LOCAL LANDS.—Lands, and interests in lands, within the boundaries of the park which are owned by the State of California or any political subdivision thereof, may be acquired only by donation.

(d) HISTORIC VESSELS AND OTHER PROPERTY.—In furtherance of the administration of the park, the Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, or exchange such property as may be appropriate to carry out the purposes of this Act, including vessels, heavy marine equipment, and drydock facilities. The Secretary shall notify the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate in writing not less than 90 days before acquisition of any large historic vessel. Such notification shall indicate the estimated cost of preservation, restoration if appropriate, and maintenance of the vessel concerned.

SEC. 5. ADVISORY COMMISSION.

(a) ESTABLISHMENT.—There is hereby established the Advisory Commission of the San Francisco Maritime National Historical Park (hereinafter in this Act referred to as the

"Commission"). The Commission shall be composed of 12 members appointed by the Secretary as follows:

(1) 3 members appointed for terms of 4 years from recommendations submitted by the National Maritime Museum Association.

(2) 2 members appointed for terms of 4 years from recommendations submitted by the Governor of the State of California, at least one of whom shall have professional expertise in maritime historic preservation.

(3) 2 members appointed for terms of 5 years from recommendations submitted by the Mayor of San Francisco.

(4) 1 member appointed for a term of 5 years from recommendations from the Secretary of Commerce, who shall have professional expertise in the maritime industry.

(5) 2 members appointed for terms of 5 years, who shall have professional expertise in maritime history or historic preservation.

(6) 2 public members for terms of 5 years with expertise in maritime history.

Any member of the Commission appointed for a definite term may serve after the expiration of his term until his successor is appointed. A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

(b) COMPENSATION.—Members of the Commission shall serve without pay. While away from their homes or regular places of business in the performance of services for the Commission, members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in Government service are allowed expenses under section 5703 of title 5 of the United States Code.

(c) OFFICERS.—The Chair and other officers of the Commission shall be elected by a majority of the members of the Commission to serve for terms established by the Commission.

(d) MEETINGS.—The Commission shall meet at the call of the Chair or a majority of its members, but not less than twice annually. Seven members of the Commission shall constitute a quorum. Consistent with the public meeting requirements of the Federal Advisory Committee Act, the Commission shall, from time to time, meet with persons concerned with maritime preservation.

(e) BYLAWS AND CHARTER.—The Commission may make such bylaws, rules, and regulations as it considers necessary to carry out its functions under this Act. The provisions of section 14(b) of the Federal Advisory Committee Act (Act of October 6, 1972; 86 Stat. 776), are hereby waived with respect to this Commission.

(f) FUNCTIONS.—The Commission shall advise the Secretary on the management and development of the park. The Secretary, or his designee, shall from time to time, but at least semiannually, meet and consult with the Commission on matters relating to the management and development of the park.

(g) TERMINATION.—The Commission shall cease to exist 10 years after the date on which the first meeting of the Commission is held.

SEC. 6. CONFORMING AMENDMENT.

Section 4(f) of the Act of October 27, 1972 (16 U.S.C. 460bb–3(f)), is amended by striking out "National Maritime Museum" and inserting "San Francisco Maritime National Historical Park".

SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

Passed the House of Representatives May 4, 1987.

Attest: DONNALD K. ANDERSON,

Clerk.

II

100TH CONGRESS
1ST SESSION

S. 963

To amend the boundaries of Stones River National Battlefield, Tennessee, and for other purposes.

IN THE SENATE OF THE UNITED STATES

APRIL 8 (legislative day, MARCH 30), 1987

Mr. SASSER (for himself and Mr. GORE) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To amend the boundaries of Stones River National Battlefield, Tennessee, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. STONES RIVER NATIONAL BATTLEFIELD.

(a) EXPANSION OF STONES RIVER NATIONAL BATTLEFIELD.—In furtherance of the Act of March 3, 1927 (44 Stat. 1399), as amended, the boundary of Stones River National Battlefield (hereinafter referred to as the "battlefield") is revised to include the lands generally depicted on the map entitled "Boundary Map, Stones River National Battlefield" numbered 327/80,001, and dated March 1987. The map

shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior, and in the office of the Superintendent of the Stones River National Battlefield.

(b) ACQUISITION OF LANDS.—The Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire lands or interests therein within the boundary of the battlefield by donation, purchase with donated or appropriated funds, or exchange. Any lands or interests in lands owned by the State of Tennessee or any political subdivision thereof may be acquired only by donation. Lands and interests therein acquired pursuant to this Act shall become part of the battlefield, subject to all the laws and regulations applicable thereto.

SEC. 2. AGREEMENT.

The Secretary is authorized to enter into an agreement with the city of Murfreesboro, Tennessee, under which—

(1) the Secretary shall acquire sufficient interest in land and shall construct thereon a trail linking the battlefield with Fortress Rosecrans;

(2) the city shall operate and maintain the trail in accordance with standards approved by the Secretary; and

(3) the Secretary shall preserve the existing remnants of Fortress Rosecrans and the city shall operate and maintain the restored Fortress.

SEC. 3. AUTHORIZATION OF APPROPRIATIONS.

There is hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

II

100TH CONGRESS
1ST SESSION

S. 761

To provide for the establishment of a Western Historic Trails Center in the State of Iowa, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 17, 1987

Mr. HARKIN (for himself and Mr. GRASSLEY) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To provide for the establishment of a Western Historic Trails Center in the State of Iowa, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. FINDINGS AND PURPOSES.

(a) FINDINGS.—The Congress finds that—

(1) no other cultural event shaped the postcolonial history of the United States more than American westward movement in the nineteenth century;

(2) nineteenth century American westward movement consisted of journeys along a system of trails

across the American continent by pioneers, explorers, religious groups, and scientists.

(3) no existing historic or cultural site has educational facilities or programs which directly interpret and celebrate the vital role of the western trails during the nineteenth century westward movement;

(4) the national scope of the nineteenth century westward movement (together with its associated historic trails) demands that the location of a central information, archival, and interpretive facility be historically significant and easily accessible to the national population.

(b) PURPOSES.—The purposes of this Act are—

(1) to recognize the system of western trails which should be developed because of its national historic and cultural significance; and

(2) to provide the United States with a central information, archival, and interpretive facility devoted to the vital role of the western trails in the development of the United States.

SEC. 2. ESTABLISHMENT OF WESTERN HISTORIC TRAILS CENTER.

(a) ESTABLISHMENT.—There is hereby established as a unit of the National Park System in the city of Council Bluffs, Iowa, the Western Historic Trails Center (hereafter

in this Act referred to as the "Center"). The boundaries of the Center shall be as depicted on the map entitled "Western Historic Trails Center—92738" and dated January 1, 1987. Such map shall be on file and available for inspection in the office of the Director of the National Park Service, Department of the Interior, and in the office of the city clerk, Council Bluffs, Iowa.

(b) MAP AND LEGAL DESCRIPTION.—(1) The Secretary shall publish in the Federal Register, as soon as practicable after the date of enactment of this Act, the legal description of the boundaries of the Center and the map referred to in subsection (a).

(2) The Secretary may make minor revisions of the Center, after consulting with the Western Historic Trails Center Commission and the city of Council Bluffs, by publishing a revised map or other boundary description in the Federal Register.

SEC. 3. WESTERN HISTORIC TRAILS CENTER COMMISSION.

(a) ESTABLISHMENT.—The Secretary of the Interior shall establish an advisory commission, which shall be known as the Western Historic Trails Center Commission (hereafter in this Act referred to as the "Commission"), for the purpose of developing a draft management plan and providing oversight of the implementation of the management plan for the Center.

(b) MEMBERSHIP.—(1) The Commission shall be composed of eight members appointed by the Secretary of the Interior as follows:

(A) one member appointed from each of the lists of recommendations submitted by the Oregon-California Trail Association and the Lewis and Clark Trail Association.

(B) three members who are historians with expertise in the American westward movement in the nineteenth century including a noted Mormon trails historian.

(C) one member appointed from a list submitted by the Governor of Iowa.

(D) two members who are qualified to serve on the Commission because of their familiarity with programs of the Department of the Interior involving national parks and the national system of trails.

A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

(2) Members shall be appointed for the life of the Commission.

(3)(A) Except as provided in subparagraph (B), members of the Commission shall serve without pay.

(B) While away from their homes or regular places of business in the performance of services for the Commission,

members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703 of title 5, United States Code.

(4) Five members of the Commission shall constitute a quorum but a lesser number may hold hearings.

(5) The Chairman of the Commission shall be elected by the members of the Commission. The term of office of the Chairman shall be one year.

(6) The Commission shall meet at least semiannually, at the call of the Chairman or a majority of its members.

(c) TERMINATION.—The Commission shall cease to exist two years after the date the management plan is adopted under section 5.

SEC. 4. MANAGEMENT OF THE CENTER.

(a) ADMINISTRATION.—The Secretary of the Interior shall administer the Center in accordance with this Act and the laws generally applicable to units of the National Park System, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1–4). The Secretary shall implement the management plan developed under section 5 and may from time to time make such modifications

to the management plan as the Secretary considers necessary or appropriate.

(b) LAND ACQUISITION.—The Secretary of the Interior is authorized to acquire by donation, purchase with donated or appropriated funds, condemnation, or otherwise the lands (or any interest therein) within the boundaries of the map referred to in section 2(a). Any property (or interest therein) owned by the State of Iowa, or any political subdivision thereof, may be acquired only by donation. The Secretary may initiate condemnation proceedings under this subsection only after making every reasonable effort to acquire lands through negotiation and purchase.

(c) TECHNICAL ASSISTANCE.—The Secretary of the Interior shall provide technical assistance to the Commission in developing the management plan for the Center.

(d) ARTIFACTS.—The Secretary of the Interior may purchase, or enter into agreements with respect to, artifacts to be displayed at the Center.

SEC. 5. MANAGEMENT PLAN.

(a) DEVELOPMENT.—Not later than one year after the date on which the Commission conducts its first meeting, the Commission shall develop and submit to the Secretary of the Interior a draft management plan for the Center. Such plan shall describe the manner in which the Center will provide for the interpretation, celebration, and research of major his-

toric events surrounding the westward expansion of the United States, including the following:

(1) The development of a library which offers materials and space for the study of western historic trails.

(2) The development of a national repository (with appropriate storage facilities) of historic documents relating to the westward movement of the United States.

(3) Authentic re-creations of historic sites, of which priority consideration should be given to a Lewis and Clark site, a Native American site, and a Mormon camp.

(4) Storage and presentment of artifacts of major historic events surrounding the westward expansion of the United States.

(5) Providing for educational and cultural programs to encourage appreciation of major historic events surrounding the westward expansion of the United States.

(b) REVIEW BY THE SECRETARY OF THE INTERIOR.—(1) The Secretary of the Interior shall review the draft management plan submitted under subsection (a), and, within ninety days after the date on which such plan is submitted to the Secretary, approve or disapprove such plan.

(2) If the Secretary disapproves such plan, the Secretary shall advise the Commission of the reasons for such disapproval together with the recommendations of the Secretary for revision of such plan. As soon as practicable after such plan is disapproved, the Commission shall resubmit such plan to the Secretary for approval. The Secretary shall approve or disapprove any revised draft management plan in the same manner as required in paragraph (1).

(3) When the Secretary approves a management plan for the Center, the Secretary shall publish notice of such approval in the Federal Register and shall submit copies of the approved management plan to the Congress.

(4) Any management plan for the Center or draft plan submitted to the Secretary under this subsection shall be available to the public.

(5) If the Secretary of the Interior fails to approve or disapprove a draft management plan within the ninety-day period referred to in paragraph (1), such plan is deemed to be approved.

SEC. 6. POWERS AND STAFF OF COMMISSION.

(a) POWERS.—(1) The Commission may, for the purpose of carrying out this Act, hold such hearings, sit and act at such times and places, take such testimony, and receive such evidence, as the Commission considers appropriate.

(2) Any member or agent of the Commission may, if so authorized by the Commission, take any action which the Commission is authorized to take by this section.

(3) Subject to section 552a of title 5, United States Code, the Commission may secure directly from any department or agency of the United States information necessary to enable it to carry out this Act. Upon request of the Chairman of the Commission, the head of such department or agency shall furnish such information to the Commission.

(4) The Commission may accept, use, and dispose of gifts or donations of services or property for use in carrying out its official business.

(5) The Commission may use the United States mails in the same manner and under the same conditions as other departments and agencies of the United States.

(b) STAFF.—(1) The Commission shall have a Director who shall be appointed by the Commission and who shall be paid at a rate determined by the Commission (subject to the approval of the Secretary of the Interior) but not to exceed the maximum rate of basic pay payable for GS–15 of the General Schedule.

(2) The Commission may appoint and fix the pay of such additional personnel as the Commission deems desirable with the approval of the Secretary of the Interior.

(3) The Director and staff of the Commission may be appointed without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and may be paid without regard to the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates, except that no individual so appointed may receive pay in excess of the annual rate of basic pay payable for GS–15 of the General Schedule.

(4) Subject to such rules as may be prescribed by the Commission, the Commission may procure temporary and intermittent services under section 3109(b) of title 5 of the United States Code, but at rates determined by the Commission to be reasonable.

(5) Upon request of the Commission, the head of any Federal agency may detail, on a reimbursable basis, any of the personnel of such agency to the Commission to assist the Commission in carrying out its duties under this Act.

(6) The Administrator of the General Services Administration shall provide to the Commission on a reimbursable basis such administrative support services as the Commission may request.

SEC. 7. FUNDING.

(a) LIMITATION ON FEDERAL FUNDING FOR ACQUISITION AND CONSTRUCTION.—Not more than 75 per centum

of the aggregate cost of land acquisition and construction of the Center may be provided from appropriated Federal funds. The remaining 25 per centum, non-Federal share of such cost may be in the form of cash or in-kind contributions (such as real and personal property, goods and services) fairly valued.

(b) AUTHORIZATION OF APPROPRIATIONS.—There is authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

II

100TH CONGRESS
1ST SESSION

S. 1165

To authorize the Secretary of the Interior to provide for the development and operation of a visitor and environmental education center in the Pinelands National Reserve, in the State of New Jersey.

IN THE SENATE OF THE UNITED STATES

MAY 7 (legislative day, APRIL 21), 1987

Mr. BRADLEY (for himself and Mr. LAUTENBERG) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To authorize the Secretary of the Interior to provide for the development and operation of a visitor and environmental education center in the Pinelands National Reserve, in the State of New Jersey.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 502 of the National Parks and Recreation Act of 1978 (Public Law 95–625; 16 U.S.C. 471i), establishing the Pinelands National Reserve in the State of New Jersey, is amended by adding at the end the following new subsection:

"(l)(1)(A) In furtherance of the findings and purposes of this section, and to enhance public education and appreciation of the natural and cultural resources of the Pine Barrens area of New Jersey, the Secretary shall, in cooperation with the planning entity and appropriate departments and agencies of the State of New Jersey, implement an interpretive program for the Reserve.

"(B) The program authorized by this subsection shall include—

"(i) the preparation of interpretive and informational materials, exhibits, films, lectures, and other devices and educational methods, and making them available, directly and through appropriate offices of the State of New Jersey, to the public; and

"(ii) the planning, construction, and operation, in accordance with this subsection, of a visitor and environmental education center and related facilities located in the Reserve.

"(2)(A)(i) Within 12 months of the date of enactment of this subsection, the Secretary, with the concurrence of the planning entity and the State of New Jersey, and the cooperation of other public and private entities as may be necessary and appropriate, shall complete a plan and design for the visitor and environmental education center and related facilities.

"(ii) The plan shall—

"(I) indicate the location or locations of the center and related facilities;

"(II) set forth the method of acquisition, the prospective ownership of the real property on which the center shall be constructed, and the estimated cost of the acquisition, construction, and operation of the center; and

"(III) indicate the manner in which the planning entity established pursuant to this section and the State of New Jersey shall participate in the acquisition, construction, and operation of the center.

"(iii) The design of the interpretive center shall include a provision for an observation facility at an appropriate site, consistent with the relatively primitive nature of the area, to demonstrate the openness and expanse of undeveloped land that characterizes the Pine Barrens region.

"(B) Within 18 months of the completion of the plan and design of the center, the Secretary shall substantially complete the construction of the center and related facilities. Notwithstanding any other provision of law, the Secretary may accept the donation of real property and construct the center and related facilities thereon, or the Secretary may construct the center and related facilities on property owned by the State of New Jersey or a political subdivision thereof,

as indicated in the plan and design. Federal funds in an amount of 75 percent of the cost shall be available for the construction of the center and related facilities.

"(C) The Secretary shall cooperate in the operation and maintenance of the center and related facilities, including the assignment of professional staff of the National Park Service to assist in the interpretation of the Pine Barrens area. Federal funds in the amount of 75 percent of the cost shall be available for operating and maintaining the interpretive center and facilities.

"(3) The Secretary may enter into such contracts and agreements with the planning entity, the State of New Jersey, and other public and private entities as may be necessary and appropriate to carry out the authorities and responsibilities of the Secretary under this subsection. There is authorized to be appropriated such sums as may be necessary to carry out the interpretive program for the Reserve, not to exceed, however—

"(A) $1,000,000 for completion of the plan and design for the visitor and interpretive center, pursuant to paragraph (2)(A), and

"(B) $5,000,000 for construction of the center, pursuant to paragraph (2)(B) and related facilities and exhibits.".

(b) Section 502(k) of such Act is amended by—

(1) striking out "of this section" in the first sentence and inserting in lieu thereof "subsections (a) through (j) of this section"; and

(2) adding at the end thereof the following new sentence: "Effective October 1, 1987, in addition to the funds authorized pursuant to this subsection, there are hereby authorized to be appropriated not to exceed $21,200,000 for land acquisition.".

Senator BRADLEY. In looking at the Pinelands legislation, it is important to consider that New Jersey's Pinelands National Reserve was created by historic Federal and state legislation in 1978 and 1979, a very special cooperative experiment involving, Federal, state and local governments.

Indeed, this committee's effort to protect the Columbia River Gorge was modeled on the legislation creating the Pinelands National Reserve.

Each year millions of people who drive the Garden State Parkway in New Jersey pass by the Pinelands but without notice. There are no snowcapped peaks, no souring waterfalls, no spectacular caverns. There is, however, 1.1 million acres of scrub pine forest, wetlands and rare plant and animal species that are subtle and unique. It is a wilderness area. Over 20 percent of the land area in the most densely populated state in the Nation is wilderness.

This legislation, S. 1165, seeks to give the region the recognition it deserves through the establishment of a Pinelands visitor center and interpretive program. The visitor center would allow people to learn about the historical and environmental significance of the Pinelands.

A decade ago, this wilderness area was in danger. In 1983, the United Nations itself recognized the importance of the Pinelands by designating it as an international biosphere reserve, a distinction it shares with only two of the world's more remarkable ecosystems, Yellowstone National Park and the Florida Everglades.

It is a fragile area. The Pinelands' sandy soils and shallow ground water table are easy victims to industrial pollution or abuse. Today the Pinelands, however, are alive. Further lands in the critical area need to be acquired to protect the fragile aquifer and safeguard the area.

The Pinelands Commission, established pursuant to Federal law, has the tough job of managing this most fragile and remarkable area using its comprehensive plan as a blueprint for which areas will be protected and which will be developed.

An essential component of this plan is acquisition which is designed to protect critical environmental and cultural areas.

Prior to the creation of the Pinelands National Reserve, more than 240,000 acres in the Pinelands area were under public ownership as parks, wildlife areas and state forest. With the 1978 Federal law and subsequent appropriations, approximately 67,000 acres of the Pinelands have been acquired and protected. An additional 33,000 acres have been targeted for acquisition.

The legislation which I introduced with Senator Lautenberg will give the Pinelands Commission and the New Jersey Department of Environmental Protection authority to implement this vital acquisition program. Specifically, we propose an increase in Federal spending authorization of $21.2 million.

The determination of the people of New Jersey to save the Pinelands and protect our underground water supply is evidence of our respect for the land. It also demonstrates the power of people to hold back, to reflect on the land's meaning and promise, and to decide positively that the collective interest is served by preservation.

We would begin today's hearing with a number of Senators and Congressmen who have come to testify on either H.R. 1044, S. 963, or S. 761.

First on the witness list is Senator James Sasser of Tennessee. Senator Sasser, welcome to the committee.

STATEMENT OF HON. JAMES R. SASSER, A U.S. SENATOR FROM THE STATE OF TENNESSEE

Senator SASSER. Thank you very much, Mr. Chairman. I am accompanied today by Congressman Bart Gordon.

Senator BRADLEY. Yes, I have him on the list, too. If you would like him to testify with you, I think that would be fully appropriate.

Senator SASSER. Mr. Chairman, anytime I can associate myself with Congressman Gordon, I try to do that, and I would be delighted to have him testify here today.

I want to thank you, Mr. Chairman, for moving these hearings on this legislation to expand the boundaries of the Stones River National Battlefield in Murfreesboro, Tennessee.

The bill that I have introduced here on the Senate side, S. 963, would seek improvements of Fortress Rosecrans, a Civil War fortress located near the current park boundaries.

Companion legislation, as you know, Mr. Chairman, has been introduced in the House of Representatives by my distinguished friend, Congressman Gordon. Congressman Gordon's bill, H.R. 1994, passed the House of Representatives on June 29 with 14 cosponsors and has been placed on the calendar.

The Civil War, Mr. Chairman, remains a strong reminder of the turbulent past which shaped our country. A little-known fact is that my native State of Tennessee is second in the number of battle sites only to Virginia. Murfreesboro, Tennessee was the site of one of the bloodiest battles of the Civil War. In fact, a whole series of campaigns were fought through the area of Murfreesboro, through Nashville, Franklin, and resulted in the loss of tens of thousands of lives on both sides.

In March of 1927, Congress established the Stones River National Battlefield in recognition of the historic battle near Murfreesboro. I might add, Mr. Chairman, that musket balls from General Nathan Bedford Forest calvary still are lodged in the walls of the Rutherford County Courthouse there in Murfreesboro. So this is an area rich in the history of that period.

The current boundaries of the Stones River National Battlefield enclose about 351 acres of land on which the battle was fought as well as a national cemetery. The problem is that the rapid growth and development of nearby Nashville in Murfreesboro threatened much of the area where portions of the battle were fought.

If I might introduce a personal note into this whole equation, Mr. Chairman, my young son, who is now away in school, I might say, in your state, used to go over this area, some of which is privately owned, with a metal detector. He and his friends would dig up all sorts of paraphernalia; bayonets, belt buckles, mini balls, et cetera.

The problem that we face is that this historic area is going to be covered with asphalt parking lots and shopping centers unless something is done.

Now, the legislation introduced by Congressman Gordon and me seeks to authorize the National Park Service to acquire an additional 53 acres surrounding the current park. The legislation would provide for the restoration of Fortress Rosecrans and the construction of a three-mile biking and walking path along the Stones River from the park to the fortress. Currently, there is no major connector between the two.

Arrangements have been made between the Park Service and all the private landowners for the purchase of the 53 acres in question, so there will be no delay.

In addition, the City of Murfreesboro has agreed to maintain the newly-constructed trail and the area surrounding Fortress Rosecrans, which I would say to the Chairman is named after a distinguished Union general, as you know.

These agreements encompass all of the land that will be affected by the legislation.

I would also like to note that the Senate version of the Interior Appropriations Bill already provides the $600,000 necessary for the acquisition of these lands. Efforts are being made by Congressman Gordon on the House side to assure that appropriations will be available there as well.

I would say that the House of Representatives has moved quickly on this legislation, and I am here today to petition you, Mr. Chairman, to have your subcommittee do likewise.

Congressman Gordon's bill is currently on the Senate calendar. This provides us with an opportunity to move to consideration of H.R. 1994 as a substitute if we can get the approval of your committee. So I hope that we can take action so that we can move on the Senate floor as expeditiously as possible.

I might say, Mr. Chairman, that since the area of the country that you come from won this great war that this might be viewed as raparations to the loser or perhaps something in the scope of foreign aid to this area down there. I would urge your help, and I thank you for your courtesy in allowing me to appear before your committee this afternoon.

Senator BRADLEY. Thank you very much, Senator Sasser, for your testimony.

Now we will hear from Congressman Bart Gordon.

STATEMENT OF HON. BART GORDON, A U.S. REPRESENTATIVE FROM THE STATE OF TENNESSEE

Mr. GORDON. Chairman Bradley, I want to add my thanks to you for holding this hearing on what I think is very important legislation not only for our Tennessee Congressional delegation but also for the Nation and the history of the Nation.

Before I begin my remarks, Mr. Chairman, I would like to submit for the record statements of the Honorable Joe Jackson, Mayor of my hometown, Murfreesboro, Tennessee.

Senator BRADLEY. Without objection, the statement will be printed in the record in full.

Mr. GORDON. I would also like to submit the statement of the Chairman of the Middle Tennessee State Historic Preservation Program, Dr. James Huhta. Dr. Huhta is available to answer any questions which members of the subcommittee may have regarding the history of the battle and the preservation of Fort Rosecrans.

Mr. Chairman, the bill being considered by the subcommittee, S. 963, is identical to my bill, H.R. 1994, which was unanimously passed by the House on June 29. Both bills authorize boundary expansion, land acquisition and trail construction for Stones River National Battlefield located in Murfreesboro, Tennessee.

Murfreesboro was the site of one of the Civil War's major battles. From December 31, 1862 through January 21, 1863, the Union and Confederate Armies with a combined strength of more than 81,000 clashed in one of the war's bloodiest battles. As a result of the Union's victory in the Battle at Stones River, Union forces were able to construct the largest earthen fortress in the world, Fortress Rosecrans.

Also, Mr. Chairman, this is the location of the oldest Civil War monument that we have in the United States. The Union forces after that war built a monument at that time to their fallen comrades.

The Union Army used Fortress Rosecrans as an armament and supply depot for their march south. The fortress was designed to house more than 55,000 troops and maintain a two- or three-months supply of supplies and armament.

Mr. Chairman, I would like to insert into the record a short but concise history of the Battle of Stones River, also.

Senator BRADLEY. Without objection.

Mr. GORDON. Major developments took place on the land which lies adjacent to but is not currently included in the National Military Park. In order to preserve the historic identity and integrity of this land, S. 963 will expand the boundaries of the existing park by purchasing 53 acres and incoporating Fortress Rosecrans, which will be donated by the City of Murfreesboro.

Mr. Chairman, time is of the essence in passing this bill. Nashvile is one of the fastest growing areas in our country. Murfreesboro is a suburb of Nashville and is experiencing this same rapid rate of growth.

Three thousand families move to Murfreesboro annually. Since 1983, the number of building permits for residential dwellings has tripled. I am proud of this growth; yet, I am concerned at the same time about the controlled growth which will be necessary if we are going to preserve the integrity of the Stones River National Battlefield.

Mr. Chairman, I think this is the important point here. Instead of attempting to acquire all the land that is necessary to preserve the historic value of the Stones River Battle, we are faced with the task of securing really the few remaining acres of historic land that is free from development.

In 1980, the Park Service General Management Plan targeted 284 acres to be acquired and included in the national park. In 1984, the number of available acres had diminished to only 84.

Several months ago, the National Park Service conducted another appraisal and informed me that they have lost an additional

30 acres to development. So, really, we are down to just 53 acres which remains.

Briefly, S. 963 authorizes the acquisition of the remaining historic acreage, directs the Park Service to stabilize and historically interpret Fortress Rosecrans, which is the world's largest earthen fort, and construct a trail connecting the battlefield and the fortress.

Another very important point, I think, Mr. Chairman is in return for the Park Service's technical expertise, the city has agreed to assume all management, maintenance and financial responsibilities for the maintenance of the trail after the Park Service has completed its work.

Based upon the various cost estimates I have obtained from the Park Service and the city, the estimated total cost of the land acquisition, historic structures report for the preservation of Fortress Rosecrans, and the trail will be approximately $1 million.

The Park Service recently completed a land appraisal and cost estimate for the remaining 53 acres and concluded the cost of acquisition to be approximately $440,000. This cost may be lower, since some of the landowners have expressed a desire to donate their parcel to the Park Service.

A historic and recreational trail linking Fortress Rosecrans and Stones River would extend three miles and have a 10-foot wide hard surface suitable for biking, walking and jogging. Documentation from past trail construction projects of this type have led the Park Service to quote an estimate of $148,200 per mile. The City of Murfreesboro estimates the cost of acquiring the scenic easement for the trail to be $100,000, bringing the total cost of the trail to $544,600.

Finally and most importantly is the preservation of the remains of Fortress Rosecrans. I have worked closely with the Park Service's Southeast Regional Field Office in Atlanta regarding the preservation of the Fortress. The Park Service has informed me that in order to obtain a sound bottom line cost estimate, they will need to perform a historic structures report.

As you know, this report will contain an archeological and historic interpretation of the fortress and will lay out exactly what needs to be done to stabilize, preserve and prepare for adequate public access. The Park Service has estimated this study will cost approximately $35,000.

Mr. Chairman, to begin this process the Senate Appropriations Subcommittee on Interior recently approved in its Fiscal Year 1988 budget $600,000 for expansion of the Stones River National Battlefield.

S. 963 is important to preserve a section of American history which more than 200,000 visitors visit annually so that they may be better exposed to the history of this battle and also the world's largest fort.

Mr. Chairman, if I could very quickly, the bottom line here is that in the late 1920s when this battlefield was first created, there were only a little over 300 acres put in it, basically because our colleagues at that time from the south I do not think reaily wanted to properly honor a major Union victory. So it started off too small.

Nothing was done. This is a rapidly-growing area. As I say, the property is diminishing yearly, and we have only 53 acres left. We have already lost a great deal.

The other important thing is that I am an advocate both here and at home in fiscal responsibility. As you know, every committee that we have now is dominated by how we pay for something. I do not think it is responsible to come in here and ask for money if it is not a worthwhile project, which I think it is, and also to be outrageous about it.

That is the reason I went to my City Council and told them that if we are going to do this that they were going to have to agree, obviously, to donate their property; and secondly, that they were going to have to take care of the maintenance of this property after the Park Service came in and did their historic interpretation.

I think that the long-term expense is going to be that maintenance. They have agreed to do that, and I think that is the responsible thing and may be a model for future efforts in this line.

So we are really trying to do our part, Mr. Chairman, and I hope that you can see it clear to move expeditiously and help us from your end.

Thank you.

[The additional material submitted for the record by Mr. Gordon follows:]

TESIMONY OF THE HONORABLE JOE B. JACKSON, MAYOR OF MURFREESBORO

Please let me express my appreciation for the honor and the privilege of appearing before this body to present a matter that we think is very important, both on a National and a local level. We also wish to express our appreciation to our Congressman, the Honorable Bart Gordon for his efforts and his interest in preserving a very important part of our National History for all to enjoy and appreciate, including our future generations. Our history and heritage is of interest to a great percentage of the citizens of this country, as evidenced by the number of people, over 200,000 per year, that visit Stones River Battlefield, located at the border of our City limits. We have located within our city limits a National asset that needs to be preserved for this generation and generations to follow. The growth of our city and county and the entire Nashville basin is tremendous. The development that comes as a result of this growth continues to encroach upon this asset, the Old Fort Rosecrans site. We recognize that additional delay will not only add to the cost of preservation but also the complication of accomplishing the end result.

The City of Murfreesboro is willing to enter into a partnership involving the preservation of this national asset to the extent of an agreement to properly maintain same, following the preservation process. We feel that we as a City, or as a Nation, cannot afford to lose an opportunity to preserve this historical site by continued encroachment.

Fortress Rosecrans was constructed by units of the Army of the Cumberland (USA) under the direction of Brigadier General James St. C. Morton in early 1863. The Fortress, reportedly the largest earthworks fortress constructed by Union forces in the Civil War, originally covered an area of approximately 225 acres. The site was chosen because it was near the geographic center of Tennessee and astride the main tracks of the Nashville and Chattanooga Railroad.

The Fortress originally included eight lunettes, four redoubts, a steam saw mill, a magazine, and several warehouses.

Part of the original fortress site (formerly Redoubt Brannon) is owned by the National Park Service. The only extant portion is the several hundred feet of wall spanning from Lunette Thomas to Lunette Palmer. These remaining walls average approximately fifteen feet in height and twenty-five feet in thickness at the base. All are covered with large trees and heavy underbrush.

For two years, from early 1863 to 1865, Fortress Rosecrans played a significant role in the success enjoyed by William T. Sherman's forces as they moved from Nashville to Chattanooga to Atlanta to Savannah.

From the massive supply depot protected by the walls of Fortress Rosecrans came logistical support that undergirded Sherman's good fortune. Reportedly the LARGEST earthenwork fortification built by the Union Army during the Civil War, Fortress Rosecrans served as a central point of Union Army strength in Tennessee and secured the rear of that Army from any serious challenge.

In late 1864, elements of the Confederate Army struck at Murfreesboro and Fortress Rosecrans in a desperate effort to halt the flow of supplies southeastward to Sherman. Under the immediate command of General Nathan Bedford Forrest, the Confederates succeeded in disrupting rail communications briefly before being repulsed. Four months later the war ended. At some undetermined date following the conclusion of hostilities in 1865, Fortress Rosecrans was abandoned.

The Fortress area in question is presently owned by the City of Murfreesboro. The City has developed the adjoining acreage (250) into a compatible comprehensive park known as Old Fort Park to protect the environs of the fortress with a greenbelt. The development includes an 18 hole golf course, lighted tennis courts, picnic shelters, baseball/softball fields, and playground equipment.

It is the intention of this proposal that the National Park Service assist Stones River National Battlefield and the City of Murfreesboro by stabilizing the fortress remains, providing public access and an interpretive trail in the fortress as well as a walking and biking trail, along the banks of the Stones River. This trail in its total would be 2.7 miles in length and would provide a passive transportation link from the present Stones River National Battlefield Visitor Center to the Artillery Monument, Bragg's Headquarters, past Redoubt Brannon, to the Fortress at Old Fort Park. The City would continue in its efforts to secure a bridge from the Tennessee Department of Transportation that is to be relocated. There are several of these that are being replaced by the Department of Transportation and are thought by the State Historic Preservation Office to be eligible for the National Register of Historic Places. We are continually in contact with the Department of Transportation as these bridges become available and are optimistic that we will be successful. This would save a great amount of construction costs in the project. The City would also assume the maintenance of the trail or some portion thereof.

The benefits of the project are that visitor time spent at the Battlefield could be lengthened with the opportunity to use the trail and see some of the remote parts of the Park via the trail, expand the Park with an additional interpretive area and link the Stones River National Battlefield with Old Fort Park.

I encourage the Congress and the National Park Service to look upon this proposal as an innovative effort to promote the protection of our cultural heritage through the cooperative plan we propose. Further the provision of a walking/biking , natural/cultural trail between the National Battlefield and Fortress Rosecrans would be an early effort to implement key provisions of the Presidential Commission on Americans Outdoors, a commission chaired by former Governor Lamar Alexander of Tennessee.

TESTIMONY OF PROFESSOR JAMES K. HUHTA, DIRECTOR
CENTER FOR HISTORIC PRESERVATION
MIDDLE TENNESSEE STATE UNIVERSITY

I appreciate the opportunity to comment in support of HR 1994 dealing with the future development of Stones River National Battlefield and Fortress Rosecrans in Tennessee. My comments will be brief and focus on two issues: the sites in question and the related issues that are much broader in importance and scope.

I believe we are all aware that Fortress Rosecrans was not part of the original park acquisition act of the late 1920s. This was the result of latent but intensely hostile sectional feelings that a number of Southern congressmen supported. They set forth a plan to hallow the ground that Southern sons had defended, but were opposed to saving the Union bastion, Fortress Rosecrans,and their views prevailed. Fortunately, the National Park Service eventually acquired Redoubt Brannan, a significant feature of Fortress Rosecrans.

In recent years the audio-visual program at Stones River National Battlefield Visitor Center significantly changed. The previous program lamented the enormous bloodshed of the battle of Stones River, depicting the battle as one that had ended inconclusively. The new and more realistic program concludes by noting the battle's true significance: the Confederacy was unable to hold the Mid-South from Union forces. The Union army built Fortress Rosecrans as a symbol of Union control--and it was from Rosecrans that the Union army began what ultimately ended in its march to the sea.

I first began working with the City of Murfreesboro in the 1960s, then, as now, an interested citizen and volunteer; we were able to acquire more than 300 acres of the fortress site. Following acquisition, I prepared the nomination of Fortress Rosecrans for the National Register of Historic Places. More recently I have assisted in the planning of compatible recreational development to provide a buffer around the fortress. Over the same years I have worked closely with four superintendents at Stones River National Battlefield since 1965. In the mid-1970s and early 1980s we worked through two major planning processes for the continued preservation of Stones River National Battlefield.

There is general agreement that the plan to acquire reasonable amounts of additional acreage to protect the boundaries of the Stones River National Battlefield from urban encroachment and to link the battle field with Fortress Rosecrans with a riverside trail is viable and reasonable, and affords public access to the stabilized and interpreted remains of the fortress.

The Mid-South is now one of the most rapidly growing areas of the United States. The construction of Nissan and General Motors plants, and an estimated 450 supplier plants within 225 miles; the massive expansion of the Nashville airport; the enormous, state-funded interstate highway quality program approved by the Tennessee legislature; and the plans for Tennessee to pursue a site for the multi-billion dollar, high-tech particle accelerator less than

thirty miles from Stones River National Battlefield all point to the fact that not only are these ~~naturally~~ nationally significant cultural resources in Tennessee some of the most threatened in the United States, their very survival in the face of this development raises new concerns.

We are all aware that many national needs end up with money as the determining factor. We are all aware of the current climate of fiscal constraint. We are all aware of the adverse affects of foreign trade imbalances, inflation, and deficits. Yet, it is Congress that created the Interior Department and the National Park Service, and it is Congress that voted for both the original construction of Fortress Rosecrans and the development of Stones River National Battlefield. Thus, it is Congress that must recognize its responsibility to set priorities that assure not only for the defense of our nation, but also for the common welfare. The proposal for the National Park Service and the City of Murfreesboro to work cooperatively in a cost-effective manner to protect, promote, and interpret national cultural resources, represented by Stones River National Battlefield and Fortress Rosecrans is an idea whose time has come.

Mission '66 was one of the great National Park Service ideas that Congress supported wholeheartedly. I recommend that these resources in Tennessee be part of a spring board for a Mission 2000, national parks for a new generation, national parks for a new century. What we urge is that Congress, the National Park Service, and the City of

ON DECEMBER 26, 1862 Major General William S. Rosecrans, with the Army of the Cumberland, some 47,000 officers and men, launched an offensive southeast from Nashville, Tennessee. His immediate target was the Confederate Army of Tennessee which, under General Braxton Bragg, slightly less than 38,000 strong, was at Murfreesboro blocking the main road and rail routes to Chattanooga. (The composition, by major unit, of Rosecrans' force, and the routes followed, are shown on Map 1.)

The Union army took four days to march 25-30 miles, being retarded by rain, fog, and the effective delaying tactics of Wheeler's cavalry. In fact, the advance was virtually one continuous skirmish, in which the Union infantry was forced to deploy at every hill crest. Their cavalry was not so well handled, consequently Rosecrans was ignorant of his opponent's moves while Bragg was informed.

BY THE EVENING of December 30 the opposing forces were arrayed as shown on Map 1. It was obvious to both commanders that preparatory maneuvering was over and that the next day would be a day of battle. The reports of the opposing commanding officers suggest that Rosecrans may have out-smarted himself in his preparations. Early in the evening of the 30th he sent orders to Major General Alexander McD. McCook to have large and extended campfires built on his right "to deceive the enemy, making him think we were massing troops there." This ruse had the desired effect. As Bragg reported: "Late on Monday [December 29] it became apparent the enemy was extending his right, so as to flank us on the left. McCown's division, in reserve, was promptly thrown to that flank and added to the command of Lieutenant-General Polk. . . . Cleburne's division, Hardee's corps, was moved from the second line on the right to the corresponding position on the left, and Lieutenant-General Hardee was ordered to that point and assigned to the command of that and McCown's division. This disposition, the result of necessity, left me no reserve, but Breckinridge's command on the right, not now threatened, was regarded as a source of supply for any reinforcements absolutely necessary to other parts of the field." Thus McCook's fake campfires caused Bragg to accumulate on his left the overwhelming manpower that was to be such an irresistible thunderbolt when it was launched on the morning of the 31st.

GEN. BRAXTON BRAGG —Commander of the Confederate Army of Tennessee at Stones River.

The battle plans of General Bragg and General Rosecrans were basically identical: an enveloping flanking movement against the enemy's right; but Bragg gained the ascendancy by moving first. He outlined his plan of action succinctly in his report: "General Hardee was ordered to assail the enemy at daylight on Wednesday, the 31st, the attack to be taken up by Lieutenant General Polk's command in succession to the right flank, the move to be made by a constant wheel to the right, on Polk's right flank, as a pivot; the object being to force the enemy back on Stones River, and, if practicable, by the aid of cavalry, cut him off from his base of operations and supplies by the Nashville pike."

ROSECRANS' plan, as outlined to his subordinate commanders on the evening of the 30th, was for McCook on the right to "hold all the force on his front"; Thomas and Palmer to "open with skirmishing, and engage the enemy's center and left as far as the river," while the principal assault in force was to be made by Crittenden on the Federal left: "Crittenden to cross Van Cleve's division at the lower ford, covered and supported by the sappers and miners, and to advance on Breckinridge; Wood's division to follow by brigades, crossing at the upper ford and moving on Van Cleve's right, to carry everything before them into Murfreesboro."

Rosecrans continues the recounting of his sanguine expectations: "This would have given us two divisions against one, and as soon as Breckinridge had been dislodged from his position, the batteries of Wood's division, taking position on the heights east of Stones River, in advance, would see the enemy's works in reverse, would dislodge them, and enable Palmer's division to press them back, and drive them westward across the river or through the woods, while Thomas, sustaining the movement on the center, would advance on the right of Palmer, crushing their right; Crittenden's corps, advancing, would take Murfreesboro, and then, moving westward on the Franklin road, get in their flank and rear and drive them into the country toward Salem, with the prospect of cutting off their retreat and probably destroying their army." But it did not work out that way.

Rosecrans' orders called for the opening attack by Van Cleve's division to be launched at 7 a.m. on the 31st; but McCown's assault was delivered, as ordered, "at daylight," thus giving Bragg the initiative that came very close to giving him a crushing victory.

AS THE CONFEDERATE infantrymen moved in t half-light of early morning against McCook's extrer right, about at the juncture of Grisham Lane with t Franklin road, the full force of their attack fell on t brigades of Kirk and Willich of Brigadier General Richa W. Johnson's division of that corps. Kirk's men were i and under arms, with a strong picket line in their fron but just about daylight some of the horses of their artille were unhitched and taken to water. It was at this mome that the yelling Confederates came swarming into ther The resulting confusion was compounded when Gen. r Kirk was mortally wounded in the first few minutes o the affray. General Willich was not with his brigad having gone to see General Johnson. His men were cov ing and eating breakfast, their arms stacked. Willic returning, was captured before giving an order. The su prised Federals fought gallantly, but, overmatched an confused, were forced to give ground.

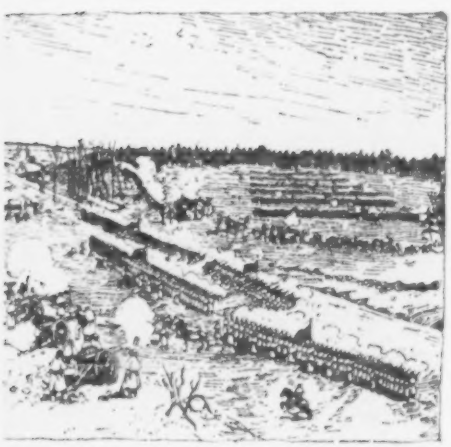
NEAR ROUND FOREST—Looking southeast between the railroad ar the pike, where Hazen's brigade was initially in position, this drawir shows the fighting in this area later in the day, when several brigad of the divisions of Negley, Palmer, and Rousseau were resisting r peated attacks against the Round Forest stronghold. The Confederat were repulsed before dark, to a considerable extent by artillery fir Loomis' and Guenther's batteries of Rousseau's division are seen in th foreground. ("Century" magazine)

MAJ. GEN. WILLIAM STARKE ROSECRANS—Commander of the Federal Army of the Cumberland

When McCown's men had exhausted their original momentum, Cleburne moved up and continued the assault. Meanwhile the front brigades of Polk's left were driving in on the right of Cleburne and McCown, and Wharton's cavalry had swung around the Federal right and slashed at their right and rear. One of the Federal commanders said they saw cavalry on their right, infantry assailing their left, and heavy masses rushing to the assault in the front. The threatened regiments were therefore directed to retire as the only escape from annihilation or capture.

Following the rout of Johnson's division, the Confederates fell on Brigadier General Jefferson Davis' division, driving it back toward the Nashville pike. Davis' troops were able to delay the Confederates only long enough for Brigadier General Philip H. Sheridan to prepare his men to receive the first shock of the Rebel attack. Sheridan's command, the left division of McCook's corps, received th first attack on terrain that was largely cultivated and thus had little cover. Nevertheless they threw off three successive attacks made by the brigades of Cheatham and Withers from Polk's left.

Finally, however, as Cleburne pressed in on Withers' left, Sheridan was overpowered by the envelopment and the enfilading artillery fire and was forced to give way toward the Nashville pike. Rousseau's division had been sent to Sheridan's support, but there was no stopping the fury of the Confederate drive. Rousseau was swept back, and even Sheridan was soon forced to withdraw.



As Sheridan commenced to fall back, Patton Anderson's brigade of Withers' division moved against the division of Major General Negley posted in a dense cedar glade on Thomas' right, near the Wilkinson pike. Federal artillery raked the cotton field across which Anderson's men had to advance, repulsing Anderson's first charge. But A. P. Stewart's brigade was brought up in support, and the Confederates charged again. The Federals fell back, abandoning 11 cannons, most of which had belonged to Sheridan's division, and which had caused such havoc.

So determined and irresistible was the Confederate attack and follow-through that by 10 a.m. they had put Johnson's and Davis' divisions of McCook's corps to flight in a wide sweep of four or five miles to the Nashville pike. Sheridan's division was still fighting hard at this time. Indeed, Sheridan's troops were never put to flight. Although he lost three brigade commanders, Sheridan conducted a fighting withdrawal. By noon, however, Bragg's first objective had been attained. The Federal line was doubled back like a jackknife blade, until its right wing was at right angles to the original line of battle. But the Confederates were not able to deliver the knockout punch.

ROSECRANS, forced by events to change his original plans for a flank attack on the Confederate right, improvised a defense against the threatening disaster on his own right. Van Cleve's division had crossed Stones River in the early morning, as originally ordered, but before they could get their advance against Breckinridge organized they were called back across the river to resist the rolling Confederate drive. Along with Wood's division, numbering about 9,000 men backed up by a powerful array of artillery, they had quickly formed a formidable line along the Nashville pike, making a desperate stand to maintain communication with the rear. The elated but physically exhausted Confederates, as they came surging out of the cedar thickets in pursuit of the flying Federals, were brought up short by this strong line of Crittenden's fresh divisions and its supporting artillery. The fury of the Confederate attack diminished.

As the Confederate drive against the Federal right began to slow down about 10 o'clock, Bragg called on Breckinridge to send, first one brigade and then two bri-

gades, to Polk's support. Breckinridge, however, had apparently been the victim of some extraordinarily inept scouting. When Van Cleve began to cross the river early in the morning, in accordance with Rosecrans' original plan of battle, Breckinridge was informed of the movement. For some unexplained reason, however, his scouts did not observe the quick withdrawal of Van Cleve's men —or, at least, did not tell Breckinridge about it—and so left that commander under the delusion that he was being threatened with immediate attack on his front. He so informed Bragg in explaining his inability to reinforce Hardee. By the time Breckinridge became convinced that the threatened attack was imaginary, he decided that it was then too late to help Hardee's men, who had run up against the fresh Federal line along the Nashville pike and had fallen back to the protection of the cedars.

THE NEW POSITION of the Federal line, as established late in the morning, created a sharp salient at the center, where at midmorning Rousseau's division of Thomas' left joined Palmer's division of Crittenden's right. Rousseau was withdrawing, leaving the defense of the salient to Crittenden's troops. In this salient, on a slight elevation on both sides of the railroad track just east of the Nashville pike, was a thick clump of trees covering about four acres. In and around this forest Rosecrans assembled every available brigade not already in action, and backed them up with artillery on high ground in rear of the infantry position. The general area of this stronghold, referred to in the reports as the Round Forest, was maintained by Grose, Cruft, Hascall, Schaefer, Hazen, and Wagner against successive waves of furiously attacking Confederates through the rest of the day.

The first Confederate assault on the Round Forest position was made by Chalmers' brigade, but Chalmers fell wounded as his men were mowed down by the Federal artillery and rifle fire. General Donelson's Tennessee brigade, rushed up in support, split as it moved forward. The 16th Tennessee, which drove against Round Forest, was checked before it reached the Union battle line. The 8th, 38th, and 51st Tennessee were temporarily successful, capturing 1,000 prisoners and the 11 guns previously mentioned. But after they had attacked the cedar thickets south of Round Forest, a strong Federal counterattack drove them back to the cedars from which they had advanced.

Two hours later Breckinridge's brigades began to come "into the field" from across the river, in accordance with Bragg's orders, and Bragg threw them into action as they arrived. One by one the brigades of Adams and Jackson and Preston and Palmer were hurled against the Round Forest position, with a courage and abandon that won the admiration of the defenders—but the hail of fire drove them back after exacting terrific losses. At length the short winter twilight deepened to darkness, putting an end to the fighting—to the great relief of both exhausted and decimated armies.

THUS CLOSED the first day of a battle that was really two separate battles, two distinct engagements separated by a day of relative inactivity. In this first day's fighting, the Federals were driven from their positions on their right for a distance of four or five miles, and the Confederates held the field at the close of the day. Both armies had suffered shocking losses, but the Confederates were justified in feeling that the day was theirs. With an impetuosity that he probably regretted later, Bragg exultantly telegraphed President Davis that he had won a great victory and "the enemy is falling back."

The enemy was not falling back, however, although it later developed that Rosecrans did come close to retreating. That evening, in his headquarters by the side of the Nashville pike, he conferred with his corps commanders as to what course to pursue. McCook, who had taken such a savage pummeling that day, advised a retreat to Nashville; so did General Stanley, commanding the cavalry. Thomas and Crittenden were noncommittal, but assured Rosecrans they would support him in whatever decision he made. Rosecrans, in his report, tells of his final decision:

> Orders were given for the issue of all the spare ammunition, and we found that we had enough for another battle, the only question being where that battle was to be fought.
>
> It was decided, in order to complete our present lines, that the left should be retired some 250 yards to more advantageous ground, the extreme left resting on Stones River, above the lower ford, and extending to Stoke's battery. Starkweather's and Walker's brigades arriving near the close of the evening, the former bivouacked in close column in reserve, in the rear of McCook's left, and the latter was posted on the left of Sheridan near the Murfreesborough pike, and next morning relieved Van Cleve, who returned to his position in the left wing.

BRIDGE OVER STONES RIVER—Benson J. Lossing sketched this scene, where the Nashville pike crosses the river, in 1866. On the skyline may be seen earthworks thrown up by the Federals on the Murfreesboro side of the river. (Lossing's "Pictorial History of the Civil War")

BRIG. GEN. PHILIP H. SHERIDAN—Commander of the 3d Division, McCook's corps.

After careful examination and free consultation with corps commanders, followed by a personal examination of the ground in rear as far as Overall's Creek, it was determined to await the enemy's attack in that position; to send for the provision train, and order up fresh supplies of ammunition; on the arrival of which, should the enemy not attack, offensive operations should be resumed.

"**GOD** has granted us a happy New Year," Bragg exulted in his premature victory telegram, on the evening of December 31; but when the first day of the new year dawned a few hours later he probably began to suspect that it might not be so happy as he had predicted. By pressing forward his skirmishers, he soon determined that the Federals, instead of retreating, were in a strong defensive position in the new line they had established during the night and early morning. To straighten his line, Rosecrans had withdrawn from his salient in the Round Forest, and Polk promptly moved up into this position—the bastion before which so many of his and Breckinridge's men had fruitlessly sacrificed their lives the previous day.

DURING New Year's Day the Confederate cavalry, under Wheeler and Wharton, were busy in the Federal rear, hacking away at the wagon trains going to and from Nashville. A spirited attack was made on the stockade at LaVergne after the capture and dispersal of one of the Federal trains, and although this attack was beaten off, one of the Federal officers later wrote that "This conflict, the presence of the enemy's cavalry in heavy force on the communications of the army, attacking train guards and destroying wagons, and a multitude of frightened teamsters and demoralized soldiers straggling to the rear, produced the wildest confusion from Stewart's Creek to the vicinity of Nashville. This excitement in the rear was in striking contrast with the comparative quietness reigning over the field, where each army was awaiting the acti of the other."

Neither commander showed any disposition to ren the fight. Rosecrans in his new and stronger positi seemed satisfied with the respite from attack. Bragg, d appointed in Rosecrans' failure to retreat, seemed at loss what to do. Breckinridge, with the brigades he h brought across the river as reinforcements the preceding afternoon, was returned to his original position east o the river. This move was countered by Rosecrans' orderin Crittenden to move Van Cleve's division (now commande by Colonel Samuel Beatty) supported by Grose's brigad across the river, where they formed a line of battle co fronting Breckinridge. But both sides seemed satisfie with the status quo.

Bragg in his official report summed it up: "Our force greatly wearied and much reduced by heavy losses, wer held ready to avail themselves of any change in th enemy's position, but it was deemed inadvisable to ass him as then established. The whole day . . . was passe without an important movement on either side, and wa consumed by us in gleaning the battle-field, burying th dead and replenishing ammunition."

FOR A WHILE on the morning of January 2 it seemed that the inaction might continue through another day although Bragg engaged in a brief exploratory artillery duel with Rosecrans on his center near the Round Forest which had no other effect than to emphasize the fact that the Federals were still holding their ground. Bragg was particularly impressed by the discovery that during the night, Beatty's division had occupied the ridge across the river in Breckinridge's front "from which Lieutenant General Polk's line was commanded and enfiladed." Bragg considered it "an evident necessity" that Beatty's force be dislodged or Polk be withdrawn from the advanced position he now occupied. Accordingly he decided that Breckinridge must take the position from Beatty.

Breckinridge, when advised of Bragg's plan, was emphatic in objecting to it. The movement was sure to be disastrous, he protested; the Federals holding the high ground west of the river completely commanded the ridge he was ordered to take, and they could rake it with their guns. Polk volunteered the opinion that the position sought was not essential to his protection. But Bragg was not moved by the protests of his subordinates; Breckinridge was ordered to proceed with the attack: "to drive the enemy back, crown the hill, intrench his artillery, and hold the position."

Breckinridge's advance was scheduled to be launched at 4 p.m. To distract the Federals' attention from the real object, a heavy fire was ordered to be opened from Polk's front at that exact hour, and this was done. Promptly at the appointed time Breckinridge moved forward with his 4,500 men, preceded by a heavy concentration of fire from his artillery, and soon swept Beatty from his position on the ridge.

MEANWHILE, General Crittenden, accompanied by his chief of artillery, Major John Mendenhall, while riding along the Nashville pike on the other side of the river had observed the movements of Breckinridge as he was forming to deliver his assault. Crittenden ordered Mendenhall to assemble all available artillery, and in a few minutes the artillery chief had massed 57 guns on

the high west bank of McFadden's Ford, a bristling array that completely commanded the ground on the other side of the river.

Breckinridge's men, not satisfied with taking their prescribed objective, pursued Beatty's fleeing men down the slope toward the river, where they came directly within range of Mendenhall's massed artillery. Confederate after-action reports indicate that small-arms fire delivered by the Union infantry posted on the west side of the river at McFadden's Ford caused as much consternation as the artillery projectiles. The over-all result was murderous, as the terrific artillery fire crashed into the pursuing Confederates, causing them to waver and then turn back. Fresh Federal infantry poured across the river and joined in the pursuit of the survivors of Breckinridge's ill-fated charge. As darkness stopped the active fighting, Breckinridge was back in the position from which he had started, with the supposedly vital ridge still in the possession of the enemy, and with some 1,700 of his men left dead and wounded on the field.

THE CONSEQUENCE of this disaster is succinctly told in General Bragg's report of the battle:

> On Saturday morning, the 3d, our forces had been in line of battle five days and nights, with but little rest, having no reserves, their baggage and tents had been loaded and the wagons were four miles off, their provisions, if cooked at all, were most improperly prepared with scanty means, the weather had been severe from cold and almost constant rain, and we had no change of clothing, and in many places could not have fires. The necessary consequence was the great exhaustion of officers and men, many having to be sent to the hospitals in the rear, and more still were beginning to straggle from their commands, an evil from which we had so far suffered but little. During the whole of this day the rain continued to fall with little intermission, and the rapid rise in Stones River indicated it would soon be unfordable. Late on Friday night I had received the captured papers of Major-General McCook, commanding one *corps d'armee* of the enemy, showing their effective strength to have been very near, if not quite, 70,000 men. Before noon, reports from Brigadier-General Wheeler satisfied me that the enemy, instead of retiring, was receiving reinforcements. Common prudence and the safety of my army, upon which even the safety of our cause depended, left no doubt in my mind as to the necessity of my withdrawal from so unequal a contest. My orders were accordingly given about noon for the movement of the trains, and for the necessary preparations of troops. . . .
>
> The whole force, except the cavalry, was put in motion at 11 p.m., and the army retired in perfect order to its position behind Duck River, without receiving or giving a shot. Our cavalry held the position before Murfreesborough until Monday morning, the 5th, when it quietly retired, as ordered, to cover our front.

IN HIS REPORT General Bragg accepts full responsibility for the decision to retire from the field, virtually admitting defeat. In truth, the idea that the army should retreat after the debacle on January 2 originated with his own subordinate commanders. Shaken by the staggering repulse suffered by Breckinridge, their own divisions decimated by losses, their confidence in Bragg at its lowest ebb, Generals Cheatham and Withers that night drew up and signed their names to an unusual document, a letter addressed to General Bragg expressing the view that "this army should be promptly put in retreat." Some of their men were demoralized, they said, and they feared "great disaster from the condition of things now existing" unless the army withdrew. The letter was forwarded to Bragg through their corps commander, Polk, and Polk sent it to Bragg with an endorsement stating: "I very greatly fear the consequences of another engagement at this place on the ensuing day"; such an engagement, he said, "might be very disastrous."

When this document reached Bragg at 2 a.m., he immediately and emphatically rejected the proposal: "Say to the general we shall maintain our position at every hazard," and went back to bed. When Polk got this bellicose reply he took the matter up with Hardee, who said he thought Bragg's decision was "unwise in a high degree." But when next morning at 10 o'clock Bragg called Polk and Hardee to his headquarters for a conference, they found him in a decidedly less belligerent mood. Rosecrans, he said, had 70,000 men and was receiving reinforcements. On the whole, after thinking the matter over, he thought they had better retreat. Polk and Hardee agreed, and preparations proceeded for the withdrawal that night.

Bragg, in speaking of the reinforcements received by Rosecrans during the night of the 2d, was probably misled into magnifying the number of men that had been added to the Federal force. The only reinforcements actually received that night were Spears' brigade of Tennesseans and the 85th regiment of Illinois Volunteers. The reports of Bragg's scouts may have exaggerated the strength of these fresh units; but to a great extent Bragg's impression that the enemy was receiving heavy reinforcements was probably due to an elaborate scheme of deception devised by Rosecrans. The latter mentions this briefly in his report; one of his officers tells about it in more detail:

> General Davis' division having been sent across Stones River, the extreme right became rather weak, and General Rosecrans deemed it therefore wise to give the enemy the impression that he was receiving large reinforcements. In order to deceive General Bragg, he organized a large number of men endowed with stentorian voices, who were to represent the commanding officers of companies, regiments, and brigades composing a division. As soon as these men were properly stationed a loud voice could be heard calling out: "Fourteenth Division, halt!" Immediately afterward other voices could be heard commanding brigades and regiments to halt, followed by a number of company commands. A few minutes intervened and again these loud voices could be heard in the stillness of the night, giving the necessary orders by which the imaginary regiments were to take their respective camping grounds, and companies to stack arms and break ranks. A short time after this had taken place General Rosecrans ordered men to build campfires in front of these suppositious reinforcements.

GENERAL ROSECRANS in his report tersely summarizes the last days of the campaign:

> Sunday morning, January 4, it was not deemed advisable to commence offensive movements, and news soon reached us that the enemy had fled from Murfreesborough. Burial parties were sent out to bury the dead, and the cavalry was sent to reconnoiter.
>
> Early Monday morning General Thomas advanced, driving the rear guard of Rebel cavalry before him six or seven miles toward Manchester. McCook's and Crittenden's corps, following, took position in front of the town, occupying Murfreesborough.

Rosecrans, having achieved success in his first big-scale command, might well have been personally proud of his accomplishment. But Rosecrans was a pious man, and he closed his report in these words: "I say, from conviction, and as public acknowledgment due to Almighty God, in closing this report, *Non nobis, Domine! non nobis sed nomini tuo da gloriam.* (Not unto us, O Lord, not unto us, but unto thy name give the glory.)

The Artillery at 4:45 p.m. January 2, 1863

IT IS NOT widely appreciated that in many great battles, beginning with the Napoleonic wars, artillery played a decisive role. This occurred often during the American Civil War. At the crisis of the Battle of Stones River, the effect of Mendenhall's artillery in smashing Breckinridge's final assault has received modest recognition. Nevertheless this facet of the Battle of Stones River remains generally misunderstood. Edwin C. Bearss, a distinguished research historian for the National Park Service and an authority on the campaigns in the Western Theater, has made the following table and explanatory notes.

MENDENHALL'S ARTILLERY

Battery	*Commander*	*No. of Guns*	*Type of Guns*
Battery B, 1st Ohio Light Artillery	Capt. W. E. Standart	5	(Note 1)
Battery B, 1st Kentucky Light Artillery	Lt. A. A. Ellsworth	1	10-pdr. Parrott
Battery M, 1st Ohio Light Artillery	Capt. F. Schultz	3	(Note 2)
Battery G, 1st Ohio Light Artillery	Lt. A. Marshall	2	12-pounder howitzer 6-pounder Wiard rifle
3d Battery, Wisconsin Light Artillery	Lt. C. Livingston	6	Four 10-pdr. Parrotts Two 12-pdr. howitzers
7th Battery, Indiana Light Artillery	Capt. G. R. Swallow	5	(Note 3)
Batteries H and M, 4th U.S. Light Artillery	Lt. C. C. Parsons	3	Three 12-pdr. Napoleons (Note 4)
Chicago Board of Trade Battery	Capt. J. H. Stokes	6	Two James rifles Four 6-pdr. guns
Battery F, 1st Ohio Light Artillery	Lt. N. Osburn	4	(Note 5)
8th Battery, Indiana Light Artillery	Lt. G. Estep	6	Two 12-pdr. howitzers Four 6-pdr. guns
26th Battery, Pennsylvania Light Artillery	Lt. A. J. Stevens	6	Two James rifles Four 6-pdr. guns
6th Battery, Ohio Light Artillery	Capt. C. Bradley	6	Four 10-pdr. Parrotts Two 12-pdr. Napoleons

(Note 1). Battery B, 1st Ohio Light Artillery was armed with four James rifles and two 6-pounder guns. Late on the afternoon of the 2d, Captain Standart took position on the ridge overlooking McFadden's Ford with three of his six guns. It has proved impossible to identify the three guns which Captain Standart took with him when he moved to the left.

(Note 2). Battery M, 1st Ohio Light Artillery was equipped with two James rifles and two 12-pounder howitzers at the beginning of the battle. In the fighting on the 31st, the battery lost one of its field pieces. It has been impossible to determine the type of gun lost by Battery M.

(Note 3). Prior to the arrival of the Chicago Board of Trade B tery on the field, one of the six guns of the 7th Battery, India Light Artillery had been disabled when its vent became "filled wi friction primers." Consequently, Captain Swallow was compelled send this piece to the rear. The 7th Indiana Battery was armed wi two 12-pounder Napoleons and four 10-pounder Parrotts.

(Note 4). When his battery opened fire on Breckinridge's troo Lieutenant Charles C. Parsons employed his four 3-inch rifles, hol ing his four 12-pounder Napoleons in reserve. Before very lor Parsons' cannoneers had exhausted all the rifled ammunition their limbers. To make matters worse, "some scoundrel" had r off with Parsons' caissons. Parsons accordingly ordered up his N poleons and sent his rifles to the rear. During the ensuing engag ment, one of Parsons' Napoleons was dismounted by a project from one of the Confederate guns.

(Note 5). Battery F, 1st Ohio Light Artillery was armed with fo James rifles and two 12-pounder howitzers. Two of the battery's s guns were disabled in the fighting on the 31st. It has been impo sible to identify these two pieces.

All told, Mendenhall had succeeded in marshaling 57 guns wi which to pound Breckinridge's hard-charging grayclads. Howev 12 of these guns (those manned by the men of the 26th Penns vania and 6th Ohio Batteries) were located almost a mile southwe of McFadden's Ford. Before the Rebels' onslaught had commence there had been six batteries (24 guns) emplaced on the commandi ground west of the river. After the attack started Mendenhall m ceeded in moving up three batteries (15 guns) from the reserv These three units put their pieces into action alongside the s batteries that had occupied the ridge, before the Confederates h moved to the attack. When the 3d Wisconsin Battery (six guns) w forced to retire across the river, the Badgers also took position the ridge west of Stones River. In all, Mendenhall succeeded massing 45 guns on the commanding ground west of McFadden Ford.

CONFEDERATE BATTERIES USED IN DIRECT SUPPORT O BRECKINRIDGE'S ATTACK

Battery	*Commander*	*No. of Guns*	*Type of Guns*
Cobb's Kentucky Battery	Capt. R. Cobb	6	Two 6-pdr. guns Two 12-pdr. howitzers Two 12-pdr. Napoleons
5th Company, Washington Artillery	Lt. W. C. D. Vaught	4	Four 12-pdr. Napoleon
Wright's Tennessee Battery	Capt. E. E. Wright	4	Two 6-pdr. guns Two 12-pdr. howitzers
Battery G, 14th Georgia Light Artillery Battalion	Lt. R. W. Anderson	4	*Two 6-pdr. guns Two 12-pdr. howitzers
Byrne's Kentucky Battery		4	
Lumsden's Alabama Battery	Lt. H. H. Cribbs	2	Two 10-pdr. Parrotts
Robertson's Florida Battery	Capt. F. H. Robertson	6	Six 12-pdr. Napoleons
Semple's Alabama Battery	Lt. E. J. Fitzpatrick	4	Four 12-pdr. Napoleon

* At this stage of the engagement, two of the guns manned by Battery G, 14th Georgia Light Artillery Battalion had been dis mounted by the fire of Mendenhall's guns.

Senator BRADLEY. Thank you very much, Congressman Gordon and Senator Sasser. Thank you both very much for your testimony.

Our next witness will be Senator Tom Harkin of Iowa. He is on the witness list if he chooses to testify.

STATEMENT OF HON. TOM HARKIN, A U.S. SENATOR FROM THE STATE OF IOWA

Senator HARKIN. Thank you, Mr. Chairman. Is it your intent to bring up those who are here also to testify on this project, or do you have another list?

Senator BRADLEY. No, I have another panel prior to the panel from Iowa.

Senator HARKIN. I appreciate this opportunity, Mr. Chairman, to come on at this time because I do have, obviously as we all do, another markup in another committee beginning at 2:30.

Also, Mr. Chairman, at the outset I want to say that my colleague, Senator Grassley, would be here but for the fact that he is on the Judiciary Committee, and you know at this point in time they are in the process of voting on the Bork nomination; otherwise, he would be here with me.

Mr. Chairman, I am here to testify on behalf of a project that I think merits not only a lot of consideration but a movement towards rapid development and procurement. That is the Western Historic Trail Center in Council Bluffs, Iowa.

Mr. Chairman, I have to admit. The first time I heard about this, I did not get overly excited about it. Last year, however, an incident happened last year during the school year that really focused my attention on it.

My young daughter in school had a project with her classmates. This was a fifth grade project to take a wagon train out west. They had a half dozen wagons, and they had all decided what they were going to take, because they had weight and space limitations. They were to do research on how they actually moved these wagons west.

So we went to the public library and tried to get whatever we could; and then, of course, we have access to the Library of Congress, and so I was able to get some information there.

It occurred to me that we see paintings and pictorials and all kinds of movies and things about the westward movement, but we really do not know much about it. Yet, here was the largest single voluntary mass migration of people in the history of the world.

Upwards of a half million people left their homes, courageously set out across the open prairie without roads or anything else to settle in the west. Upwards of a half million people took their families and all their earthly possessions, having to leave some behind. We do not, however, know much about them, how they lived, what they did and how they moved their things forward.

After that, I took a minute interest in this because it occurred to me that this is a part of our history that has sort of been lost. We all know about the Oregon Trail. We know about the Mormon Trail. We know about the Louis & Clark Expedition.

This summer I took my family on a trip out west, and we crossed some of those trails. Again, it became very clear to me that we are

going to lose this. We are going to lose a lot of this heritage if we do not recapture and focus it and have one place where we can put together all of the information, a resource center, a place where people can actually go and see how these people lived and what they did.

There is only one place in the country, Mr. Chairman, where all three of the most important trails cross, and that is Council Bluffs. The Mormon Trail, the Oregon Trail and the Louis & Clark Trail all cross at Council Bluffs.

It just so happens that at this very site where they encamped that that site is still available. It is still undeveloped land. It is farmland. The urban sprawl has not yet taken it over. Interstate 80, which is, as you know, the major transcontinental interstate, goes very close to it.

So we have the actual site where upwards at one time 10,000 Mormons actually camped right there and where countless other settlers camped and then moved across the Missouri River.

So this is the ideal location for it, and it is something that I think that we have to move very aggressively ahead on.

As I said, this is really a very important part of our history, and so much of it is going to be lost unless we bring it all together there and have a resource center where people can go for that kind of information.

If we had something like that, kids in schools all across the country would have readily available to them all of the information they need on this.

Second, all those travelers that go west or east on Interstate 80 would be right there. They would have to go only a few hundred yards, less than a mile perhaps, off of the interstate to see and appreciate this as they travel back and forth on Interstate 80.

So, Mr. Chairman, I believe this project has a great deal of merit.

I might also add one other thing, Mr. Chairman. A lot has been written and reenacted in movies about the travails of the western pioneers in confronting the Indians. The Indians were always attacking the wagon trains; circle the wagons.

That was a very small part of it. For the most part, our native Americans actually assisted the pioneers. I learned this, too, in helping my daughter with her project. The Indians actually assisted the white settlers in crossing the rivers and in guiding and directing them in the westward movement.

Council Bluffs was so named because that is where several Indian tribes used to gather to have their pow-wows in the bluffs. There are bluffs there, and that is where the Indian councils came together.

So one part of this western historic trail center would be devoted to an Indian settlement where the Indian tribes could come and have their pow-wows, where people could see how the Indians actually helped the settlers; not attacked them but actually worked with them to help settle the west.

So for a lot of reasons, an authentic recreation of these historic sites, I think, would be a valuable tool for generations of Americans to come. I guess the only question I have, Mr. Chairman, is why has it not been done before? Now that I see it and have gotten

involved in it and looked at it, I am just wondering why someone has not thought of this before and why it has not been done.

Be that as it may, I think now is the time to move ahead on it.

I appreciate your time.

[The prepared statement of Senator Harkin follows:]

Statement of Senator Tom Harkin
Subcommittee on Public Lands, National Parks and Forests
Committee on Energy and Natural Resources
October 6, 1987

Mr. Chairman, I am pleased to have this opportunity to come before this subcommittee today to speak on behalf of S. 761, which provides for the establishment of a Western Historic Trails Center in Council Bluffs, Iowa. I want to thank you and the subcommittee for holding these hearings on this legislation, and I look forward to working with you to ensure its rapid passage and enactment.

This past August, my family and I travelled west to the Rocky Mountain states. For much of our trip, we followed routes similar to those of the pioneers who opened up the west over 100 years ago. We found the trip fascinating and look forward to learning even more about our nation's heritage.

For most Americans, the most intriguing part of our nation's past is the people who helped to shape today's United States. No event did more to mold the United States than the great westward expansion of the 19th century. Thousands upon thousands of ordinary people took extraordinary risks in order to find greater opportunity and better lives for themselves and their families. As we speed along in our automobiles on the Interstate highway system, it's hard to comprehend the daunting task which faced those who moved west over a century ago.

Last March, my colleague from Iowa, Senator Grassley, and I introduced legislation to help bring that history to life for this and future generations of Americans. The establishment of a Western Historic Trails Center in Council Bluffs, Iowa will do much to educate us, as well as to celebrate the achievements of those hardy individuals who played such a vital role in shaping our nation.

Today you will hear from some of the individuals most responsible for the conception and development of the Western Historic Trails Center proposal. I have learned a great deal from them as we worked to develop this legislation. For example, while I knew that many of the westward expansion routes crossed Iowa, I did not know that Council Bluffs was the only city in the nation where three historic routes intersect: the Lewis and Clark Trail, the Mormon Pioneer Trail, and the Oregon Trail all crossed the Missouri River at Council Bluffs. And more people passed through Council Bluffs on their way west than through any other place in the country.

The Western Historic Trails Center will not only teach visitors about these facts, but will show them how these courageous Americans lived their daily lives. The authentic re-creation of historic sites from the region promises to be an especially valuable tool to interest and educate visitors.

As you look at the proposal developed for the Western Historic Trails Center, I am sure you will be impressed by the effort and expertise which has gone into this project. The combination of interpretive exhibits, living history displays, and scholarly facilities will make this the most comprehensive center of its type in the country.

Today, thousands of Americans cross over these historic routes knowing very little about those who went before them. Interstate 80 is one of the most heavily travelled roads for today's westward -- or eastward -- migrations. The proposed site of the National Historic Trails Center, at the intersection of Interstates 80 and 29, will make the history of America's westward expansion easily accessible to all.

Once again, I thank the subcommittee for its attention to the Western Historic Trails Center proposal. I am sure you will find this an interesting and informative hearing.

Senator BRADLEY. Senator Harkin, thank you very much for your testimony. It will be a valuable part of the record. It is a very interesting story.

Senator HARKIN. You have some people from that area who have devoted a lot of time on it and are very knowledgeable. Dr. Moulton, a professor of history at the University of Nebraska, is here. He knows all this background and this history.

There are others who are here. Representative Dennis Black, who is the Chairman of the Committee in the Iowa House who is dealing with this, is also here to lend his support.

I can assure you that the State of Iowa, as I am sure will be the State of Nebraska, will be giving strong support.

Senator BRADLEY. Thank you very much.

Senator HARKIN. Thank you, Mr. Chairman.

Senator BRADLEY. Our next witness is J. Thomas Ritter, Assistant Director, Visitor Services, National Park Service.

Welcome to the subcommittee, Mr. Ritter. I understand your intention is to comment about the various proposals before the committee.

Please begin and, if you could, try to limit your testimony to a reasonable length. We tried five minutes, but since you are the Park Service you can take 10.

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 963

Mr. RITTER. I will do my very best to summarize. I thank you for this time, Mr. Chairman. It is a pleasure to be here today.

The first comment that I will make is on S. 963, to amend the boundaries of Stones River National Battlefield. We recommend enactment of this bill, but we are asking that it be amended to respond to our concerns, which I will address in a few minutes.

It has been pointed out very clearly in previous testimony the dramatic and irreversible changes that are taking place around Stones River National Battlefield, and the 53 acres of land which are called for to protect the resources would be an important addition to the park area.

Section 2 of the bill, authorizing the Secretary to acquire and construct a hiker-biker trail to link the national battlefield with Fortress Rosecrans, is a provision to which we are opposed.

The battlefield presently includes very critical portions—where that historical event occurred and a cemetery—that have been encroached upon and changed a great deal, particularly in the past decade. The annual change we see we can project will continue to take place in the future.

This past year, as was stated, there were 3,000 building permits that were proposed, and this is a condition that can be partly alleviated by the addition of eight separate parcels which are adjacent to the existing units of the park. Those are identified by maps which will be submitted. It is also identified on the map that is over on the stand.

The addition of these parcels to the park, we anticipate, would not result in any increase in operating costs to the park.

The provision of section 2 of this bill regarding the hiker-biker trail is one that we are opposing. There has been a great deal of involvement by the city and the State in the areas adjourning the park. Because of the low level of significance of those areas which are outside of the boundaries we are proposing, we believe that this proposed trail is not of the highest priority for the funds that are available for this type of activity.

We are available to provide technical assistance to this activity in response to any trails that would be provided through city or other sources of funds.

This concludes my statement, Mr. Chairman, on this bill, and I would be happy to respond to any questions that you may have.

[The prepared statement of Mr. Ritter on S. 963 follows:]

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS & FORESTS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES CONCERNING S. 963, A BILL TO AMEND THE BOUNDARIES OF STONES RIVER NATIONAL BATTLEFIELD, TENNESSEE, AND FOR OTHER PURPOSES.

OCTOBER 6, 1987

Mr. Chairman and Members of the Committee, it is a pleasure to be here today to discuss S. 963, a bill to amend the boundaries of Stones River National Battlefield, Tennessee, and for other purposes.

We recommend enactment of S. 963 but only if it is amended to address our concerns which are outlined below.

Section 1 would authorize the expansion of the boundaries of Stones River National Battlefield, Tennessee, to include approximately 53 acres of land for resource protection purposes. Section 2 of the bill would authorize the Secretary to enter into an agreement with the City of Murfreesboro, Tennessee, under which the Secretary shall acquire and construct a hiker-biker trail to link the national battlefield with Fortress Rosecrans and the city shall operate and maintain the trail in accordance with standards approved by the Secretary. Also, the Secretary shall preserve the existing remnants of Fortress Rosecrans and the city shall operate and maintain the fortress.

Authorized in 1927, the Stones River National Battlefield is the scene of one of the hardest fought battles of the Civil War. The Battle of Stones River, which was fought on December 31, 1862, through January 2, 1863, was the first major engagement in the Union's two-year effort to drive a wedge through the Confederacy along railroads running southeastward through Tennessee and Georgia. The forces were about equal in number but the Confederate Army under General Braxton Bragg failed to halt the advance of the Union Army led by General William S. Rosecrans. Fighting to utter exhaustion, more than 23,000 of the 83,000

combatants fell in the battle, about the same number of casualties as in the Battle of Shiloh. In the end, Murfreesboro was left in the hands of the exhausted Union Army.

While the Battle of Stones River was one of the bloodiest battles of the Civil War, every foot of ground on both sides was stubbornly and bravely contested. As a result, losses on both sides marked this conflict with unsurpassed heroism and unyielding valor of the soldiers, whether from the North or the South.

The greater battlefield at Stones River consists of nearly 3700 acres, about 350 of which were included within the boundaries of the national battlefield and cemetery in 1927 when the battlefield was established. When the national battlefield was established, it was located in a rural setting. Since that time and, in fact, only since the approval of the park's general management plan in 1980, however, there has been a dramatic change in land use surrounding the battlefield's boundary. In fact, the park's approved general management plan proposed the acquisition of 284 acres in an effort to address resource preservation and interpretation. However, during 1983 this proposal was refined to propose the inclusion of only 83 acres. Since that time some of that acreage has been lost to other uses so that only 53 acres of the 83 acres remain available for inclusion and protection within the boundaries of the national battlefield.

The reason for this sharp change is the growth of Murfreesboro, Tennessee. Approximately 3,000 families move into Murfreesboro/Rutherford County annually. Population growth approaches 15 percent each year. The number of building permits for single family and apartment units have increased from 900 in 1983 to over 2,000 in 1986. This figure is expected to exceed 3,000 this year. For the visitor and for the resources, the historic scene is being diminished.

The approximately 53 acres identified for inclusion within the boundaries of Stones River National Battlefield are divided into the following eight areas:

1. Area 1 contains about 7 acres of wooded land located on the east side of Stones River between the river and Thompson Lane. This is the site of the Confederate charge on the final day of the battle. This tract was recently donated to the Nature Conservancy in anticipation of its inclusion within the boundaries of the battlefield.

2. Areas 2 and 3 contain approximately 19.57 acres and are located north and east of the artillery monument. They include the historic ground where the combined fire of 57 Union cannons stopped the Confederate attackers on the final day of battle. These tracts also include the historic McFadden house site and cemetery. The land is zoned industrial. Within the last several years, a dump has been installed on an adjacent parcel of land within sight of the artillery monument.

3. Area 4 contains approximately 0.79 acre and consists of a narrow strip of land paralleling the Seaboard Railroad tract. It was occupied by the Union Army. This stretch of land has attracted industry and commercial development. Acquisition of this narrow strip of land will have a minimal impact on commerical development along U.S. 41 while providing the land necessary for the planting of vegetative screening for the national cemetery which is now adversely affected by visual intrusion of commercial development.

4. Area 5 contains approximately 9 acres and includes the only existing military trenches and earthworks associated with the Battle of Stones River. The rifle-pits are located just outside the present boundary of the national battlefield and are now being used as a dump, being filled with trash and debris by the owner. The acquisition of the earthworks would greatly facilitate interpretation as well as preservation of these

historically significant features.

5. Area 6 contains approximately 1.84 acres and comprises a strip of land adjacent to the Hazen Monument, the nation's oldest memorial to Civil War soldiers, and a small triangle of land across the Old Nashville Highway totalling about one acre. Included is a small cemetery with the grave of a black Civil War soldier.

6. Area 7 contains approximately 14 acres and includes a wooded area containing cedar glades, a biological area unique to Middle Tennessee. This tract includes the outer perimeter of the cedar glades contained within the park. The dense cedar glades formed an impenetrable barrier that affected the movement of troops during the Battle of Stones River and was frequently referred to in the battle reports of both armies. This acquisition includes the historic ground where a Union soldier, Joe Prentice, earned the Medal of Honor. The actual medal of Joe Prentice, along with his story, currently is interpreted in the visitor center. Acquisition of this area would also permit onsite interpretation of this event. As recently as last month, staff at Stones River National Battlefield noted survey stakes in this area.

7. Area 8 contains approximately 0.29 acre and includes the well preserved foundation of the Blanton House, which served as a field hospital for both armies during the Battle of Stones River. It is located in the backyard of a house built about three years ago; however, the owners are interested in protecting the historic resources.

We estimate that it will cost approximately $440,000 to acquire the 53 acres. Further, we do not anticipate any increase in operating costs associated with the addition of this land. While we support authorization, we must note that budgeting for this acquisition will have to compete with other potential acquisitions and with other demands on the Treasury.

With regard to section 2 of S. 963, we recommend against its enactment. We note that Fortress Rosecrans, which is a large earthen fortress, is listed in the National Register of Historic Places and has been determined to be of local significance. Further, the City of Murfreesboro used funds from the Land and Water Conservation Fund to purchase land surrounding this fortress to create a city park. Because of its level of significance and because of the considerable effort that the City of Murfreesboro has already put into this project, we encourage the City to seek funding through the State and private sector initiative. Also, with regard to the proposed trail that would link the national battlefield with Fortress Rosecrans, we, again, encourage the City to seek funding through the State and private sector initiative. We, of course, would offer technical assistance and advice; but we believe the National Park Service should take direct action only on resources that are included within the primary purpose of the battlefield.

That concludes my prepared statement, Mr. Chairman. I would be happy to respond to any questions that you or other members of the Committee may have.

82-774 0 - 88 - 3

Senator BRADLEY. There are number of questions on this bill that I would like to submit to you in writing and get your response in writing, so you may proceed.

Mr. GORDON. Mr. Chairman, could I ask one quick question.

Senator BRADLEY. Certainly.

Mr. GORDON. Concerning the 3 mile trail, you do not disagree that it is historically significant in that along the trail the battles were fought, that there are already some historic spots that are designated by the Park Service that would all be connected; is that correct?

Mr. RITTER. What I would like to do with your permission, Mr. Chairman, is call upon Ed Bearrss, our chief historian, who is present here today, to respond to that.

Mr. GORDON. I will be very brief, sir.

Mr. BEARRSS. Thank you, Mr. Chairman. The Battle of Stones River, as we heard, took place December 31 to January 2. The basic movement of the Union originally was across McFadden's Forge, which would be the area up where 2, 3 and 4 are.

The two armies had a plan—the Union to turn the Confederates right and the Confederates to turn the Union left. The Union troops had crossed there at McFadden's Forge, and the Confederates bolted to the Union's right and began rolling it up. The Union troops were back there in the area 1, 2 and 3 across Stones River. They were able to stabilize the position covering the Nashville Pike and the National Railroad from noon on December 1.

On January 1, the Union forces again crossed at points 2, 3 and 1 up there, and on January 2, the Confederates formed in an area where, if you move over from points 2, 3 and 1, you can see to the east of Stones River a number of buildings on the hillsides.

The Confederates attacked and drove the Union forces back across Stones River. The Confederates ran into Union artillery fire and 57 guns and were thrown back.

So, in that area up there, there was heavy fighting back and forth across the river.

Mr. GORDON. Excuse me, sir, if I might, because I know the Chairman wants to move along.

More specifically to my question, and you are very well aware of the historical significance there, the area encompassed by the three mile trail that links the current battlefield and Fortress Rosecrans, the world's largest earthen fort.

It was a portion of the battle.

Mr. BEARRSS. It was a portion of the battle.

Mr. GORDON. There are already significant points on there which you have already designated; am I correct, sir?

Mr. BEARRSS. Yes.

Mr. GORDON. Thank you.

If I could go maybe one question for you, sir.

Since the city has agreed to take care of all maintenance costs once it is constructed, then I think it would be fair to say that there would be no increase in the cost to the Park Service. Just as you said, there would be no increase in the cost to the Park Service of the additional 53 acres; is that correct?

Mr. RITTER. If I understand what you are saying, the maintenance and operation of the trail would not be borne by the National Park Service.

Mr. GORDON. Right. The City Council has made it clear in their own record as saying they would assume that continuing cost, and that once the Park Service came in and developed the trail and the historic significance of it, then they would take care of the maintenance thereafter.

So there should be no additional future cost to the Park Service; is that correct?

Mr. RITTER. Based on what I understand at this point, that would be correct.

Mr. GORDON. Thank you.

Senator BRADLEY. You may continue.

Mr. RITTER. Thank you, sir.

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 761

Mr. RITTER. I will now comment upon S. 761, the Western Historic Trail Center. This bill would establish a trail center in Council Bluffs, Iowa, which would be a unit of the National Park System.

The center would include the development of a library; development of a national repository of historical documents; recreations of historic sites related to the three trails that are tied to this area; the storage and preservation of artifacts; and incorporation of educational and cultural programs.

We are opposed to the enactment of this bill even though it is true that the routes of these three National Historic Trails cross in the City of Council Bluffs.

There has been a great deal of discussion in the past involving the National Park Service and citizens of that area in contact with our Regional Office, located in Omaha adjacent to Council Bluffs.

These discussions have indicated that the National Park Service is very willing to provide technical advice in guidance of planning and in interpretation to assist with the activities tied to a proposed center.

It is also our recommendation that the city and State, in a partnership arrangement, work with the National Park Service, which would provide technical assistance in this activity. We believe that this is our most appropriate role in this proposal.

There is within the site no historic fabric that can be preserved or protected, even though it is a site where the heritage of that area is tied to the movement of people to the west.

Section 7(c) of the National Trail System Act authorizes the Secretary to provide trail interpretation at sites administered by the National Park Service along the trail route, but most of those trails are simply designated routes.

Management plans that have been developed for all of these trails do not recommend in any case that an interpretive site be developed at a specific site, as has been proposed in S. 761.

One of the conditions required by the National Trail System Act is that, whenever possible, sites be maintained by a State agency

under a cooperative agreement between the Secretary and that State agency.

An interesting parallel to this condition is that the State of Missouri and the City of Independence are currently developing a major historic trail interpretive center known as the Frontier Trail Center, which involves State, local and private funds. We believe this approach is preferable to Federal construction and management.

We believe, in summary, Mr. Chairman, that this interpretive center is a worthwhile effort if developed by State, municipal and private interest, and our offer remains to provide technical assistance and to work with the concept which we have endorsed.

This concludes my remarks, Mr. Chairman.

[The prepared statement of Mr. Ritter on S. 761 follows:]

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S.761, A BILL TO PROVIDE FOR THE ESTABLISHMENT OF A WESTERN HISTORIC TRAILS CENTER IN THE STATE OF IOWA.

OCTOBER 6, 1987

Mr. Chairman, I appreciate the opportunity to provide your Subcommittee with the views of the Department of the Interior on S.761.

We oppose the enactment of the bill.

S.761 would establish a Western Historic Trails Center in Council Bluffs, Iowa, as a unit of the National Park System. The bill would also direct the Secretary of the Interior to establish an 8-member advisory commission whose purpose is to develop a draft management plan for the Center and provide oversight in its implementation. The Center would, according to the bill, include the following:

--Development of a library, which offers materials and space for the study of western historic trails;

--development of a national repository (with appropriate facilities) of historic documents;

--re-creations of historic sites, with priority for a Lewis and Clark site, a Native American site, and a Mormon camp;

--storage and presentment of artifacts of major historic events surrounding westward expansion; and

--educational and cultural programs.

The bill authorizes the appropriation of such sums as are necessary, but it limits appropriations for land acquisition and development to 75 percent of the cost.

Mr. Chairman, the routes of three national historic trails cross in the city of Council Bluffs, Iowa--the Lewis and Clark, the Mormon Pioneer, and the Oregon Trail. In 1986, the city of Council Bluffs and interested citizens requested our regional office in Omaha to provide technical advice on ways in which these three trails could be interpreted to promote tourism and recreation in the area.

Our regional office recommended that the State and city governments form a partnership with private interests to develop interpretive programs and materials. The National Park Service offered to provide technical assistance in planning and preparation of materials.

Mr. Chairman, we believe our role should be limited to providing technical assistance to the city and private interests. While we have made no formal estimates of the proposed center, we understand from staff discussions with the city and other proponents that a development cost of as much as $30 million is being considered.

There is no historic fabric here that would be preserved and protected; the Center would be all contemporary construction, including re-creation of historic scenes. We believe, in light of the scarce Federal dollars for new parks, that our funds should be spent on high priority resource needs.

Under section 7(c) of the National Trails System Act, the Secretary is already authorized to provide for trail interpretation sites at historic sites along the route of any national historic trail. However, of the management plans that we prepared for each of the three trails whose route crosses Council Bluffs none recommended that a trail interpretation site be developed at the site proposed in S.761. Furthermore, even if it had been proposed, the National Trails System Act requires that, "Wherever possible, the sites shall be maintained by a state agency under a cooperative agreement between the

appropriate Secretary and the state agency." S.761 would require the Secretary to operate and maintain the Center.

It should be noted that the State of Missouri and the city of Independence are currently developing a major historic trail interpretive center, known as the Frontier Trails Center, with State, local, and private funds. This center will focus on the Oregon, California, and Santa Fe Trails. We believe this approach is preferable to Federal construction and management, as proposed in S.761 for Council Bluffs.

In summary, Mr. Chairman, we believe a trails interpretation Center as proposed by the city and Chamber of Commerce of Council Bluffs is a worthwhile effort if developed by State, municipal, and private interests. We offered to provide technical assistance, and that offer still stands. Because the site has no historic significance, the costs involved, and because existing law is adequate to provide for any trail interpretation that might be appropriate for the three trails involved, we oppose the provisions of S.761 and recommend that your Subcommittee take no action on the bill.

This concludes my prepared remarks, Mr. Chairman. I would be pleased to respond to any questions.

Senator BRADLEY. What are your comments on S. 1165? You gave comments on S. 761 and S. 963.

Mr. RITTER. Okay, I will call upon John Haubert, who is a planner in our office, to help clarify that, sir.

Senator BRADLEY. Who is the witness?

Mr. RITTER. Oh, I have not commented on that bill, sir.

Senator BRADLEY. That is right.

Mr. RITTER. Do you want me to continue?

Senator BRADLEY. Yes.

Mr. RITTER. S. 1165?

Senator BRADLEY. That is correct.

Mr. RITTER. I am sorry. I did not understand.

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 1165

Mr. RITTER. S. 1165, which calls for the development and operation of a visitor and interpretive center in Pinelands National Reserve, is a bill which we oppose. The bill, which would amend the National Parks and Recreation Act of 1978, focuses upon an environmental education center and visitor center.

The Act of 1978 provides for a State plan to coordinate and control land use, and this is an activity with which we have been very closely allied.

Funds have been made available and land has been acquired through the efforts of the State and Federal government. That activity has largely been completed.

One of the provisions of S. 1165, is that the Secretary of Interior would develop, in cooperation with the State, interpretive programs to focus upon a visitor and environmental education center.

Mr. Chairman, we believe that the 1978 legislation did not envision a role for the Federal Government involving on-ground management and operation of facilities in the Pinelands. Our role in the past has involved primarily Federal land acquisition, limited to the period of the development of the plan, and this provision for Federal facilities departs considerably from this past Federal/State relationship.

We believe that the State, in conjunction with the development of an interpretive plan, can do an adequate job of providing good interpretation and educational activities relating to the Pinelands.

Through the development of a good, comprehensive interpretive plan, which has been in progress, we believe steps can be taken to further this activity.

Therefore, we cannot support the increased funding authorizations in this bill for construction and for land acquisition.

This concludes my remarks, Mr. Chairman.

[The prepared statement of Mr. Ritter on S. 1165 follows:]

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS, SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1165, A BILL TO AUTHORIZE THE SECRETARY OF THE INTERIOR TO PROVIDE FOR THE DEVELOPMENT AND OPERATION OF A VISITOR AND ENVIRONMENTAL EDUCATION CENTER IN THE PINELANDS NATIONAL RESERVE, NEW JERSEY.

OCTOBER 6, 1987

Mr. Chairman, I appreciate the opportunity to provide your Subcommittee with the views of the Department of the Interior on this legislation.

We oppose the enactment of S. 1165.

This bill would amend that section of the National Parks and Recreation Act of 1978 which established the Pinelands National Reserve in New Jersey.

The Pinelands is an area of about 1 million acres that was recognized in the 1978 Act as being a nationally significant resource, consisting of pine-oak forests, extensive high-quality water resources, and a diversity of rare plant and animal species. The Act provided for a State plan for coordinating and controlling land use by State and local governments. It also authorized 75 percent grants to the State for acquisition of lands that have critical ecological values.

The Governor established a state planning entity as called for in the Act, a plan was developed and approved by the Secretary in 1981, and funds were appropriated and made available to the State for acquisition. Thus far, the State has acquired or will acquire approximately 67,000 acres with the approximately $26 million which has been made available under the authorization in

the 1978 Act for acquisition and planning grants. All of the $26 million authorized has been appropriated.

S. 1165 would direct the Secretary of the Interior to develop in cooperation with the State, an interpretive program for the Pinelands which must include construction and operation of a visitor and environmental education center. The bill would make available 75 percent of the cost of construction and operation and maintenance of the center from Federal funds. It would authorize appropriations of $1 million for planning, $5 million for construction of the center, and an additional $21.2 million for acquisition grants to the State.

Mr. Chairman, the 1978 legislation did not envisage a role of the Federal Government involving on-the-ground management and operation of facilities in the Pinelands. Even those provisions of the 1978 legislation that authorized direct Federal acquisition were limited in time only to the period during the development of the plan, and after approval of the plan the law provides for conveyance of any lands so acquired to the State or local authorities. Thus, S. 1165 departs considerably from the State-Federal relationship established in the original legislation, by requiring a National Park Service management presence in the Pinelands.

We believe the State can do an adequate job of interpreting the Pinelands, and we have no objection to providing technical assistance in this regard. We do not believe the National Park Service should assign management personnel needed for units of the National Park System to help the State in on-site interpretation. We do not have the people to spare.

Further, Mr. Chairman, we cannot support the increased funding authorizations in this bill for construction and land acquisition. All Federal agencies need to hold spending down to the most essential projects in light of the need to reduce the deficit. We do not view the development of an interpretive center here as a project that must be done to protect resources. We recommend that the State proceed with whatever additional development and land acquisition it determines to be desirable.

This concludes my prepared remarks, Mr. Chairman. I will be pleased to respond to any questions.

Senator BRADLEY. Mr. Ritter, thank you very much for your testimony. Let me, if I could, ask you a few questions on S. 1165.

You stated that you do not support further Federal dollars for land acquisition; is that correct?

Mr. RITTER. I would like to call upon my staff members to come to the table: Joan Batori, the planner from the Regional Office.

Ms. BATORI. I will try to answer your questions.

Senator BRADLEY. What is your name?

Ms. BATORI. Joan Batori from the Mid-Atlantic Region in Philadelphia.

Senator BRADLEY. My question is is the Park Service testifying today in opposition to further Federal dollars for land acquisition in the Pinelands?

Ms. BATORI. Yes, I believe so.

Senator BRADLEY. Why?

Mr. RITTER. Because we believe that the activities which have occurred there have been successful, and continued efforts would be premature.

Senator BRADLEY. What would be premature?

Mr. RITTER. Perhaps the best thing for me to do in response———

Senator BRADLEY. Mr. Ritter, is the person you brought with you able to tell us the answer to the question why you do not want further dollars for land acquisition?

Mr. RITTER. No, sir, she is not.

Senator BRADLEY. You are not. Okay, so you are not able to tell us why?

Mr. RITTER. No, we are not. No, sir.

Senator BRADLEY. Maybe we ought to get a Park Service representative here to be able to tell us why you do not want money pursuant to the law.

Do you know what section 502(a)(4) is, Mr. Ritter?

Mr. RITTER. No, I do not, sir.

Senator BRADLEY. What is your name?

Ms. BATORI. Joan Batori.

Senator BRADLEY. Do you know what section 502(a)(4) is?

Ms. BATORI. According to the legislation, it refers to the responsibilities of the Federal Government related to fulfilling their responsibilities related to impacts on the Pinelands, and it references the Federal practice of assisting the States in creating, protecting, preserving and enhancing areas of significant regional and urban importance and also natural importance.

Senator BRADLEY. Do you know how long under the Act the Secretary is authorized to make grants for land acquisition?

Ms. BATORI. As I read this law, that particular ability of the Secretary to extend the monies pertains to the planning period.

Senator BRADLEY. No, land acquisition.

Ms. BATORI. That is it, the planning period.

Senator BRADLEY. How long is the planning period?

Ms. BATORI. Eighteen months to prepare the comprehensive management plan.

Senator BRADLEY. So it is your position that the Secretary no longer has the authority to purchase lands pursuant to the overall management plan, that there is nothing in there related to 10 years after signing the management plan?

Ms. BATORI. No.

Senator BRADLEY. I can only say that I do not think that you are prepared for this hearing. I cannot believe that you have not read the Act and you cannot explain why you are recommending no funds for the purchase of land pursuant to the Act.

Do you want to respond in writing, because this is really not acceptable. Would you like to respond in writing?

Mr. RITTER. Yes, sir, we would.

[Subsequent to the hearing the Department of the Interior submitted the following:]

United States Department of the Interior

NATIONAL PARK SERVICE
P.O. BOX 37127
WASHINGTON, D.C. 20013-7127

IN REPLY REFER TO:

L58(180)

NOV 12 1987

Honorable Dale Bumpers
Chairman, Subcommittee on Public
Lands, National Parks and Forests
Committee on Energy and Natural Resources
United States Senate
Washington, D.C. 20510

Dear Senator Bumpers:

In response to your letter of October 14, enclosed are our answers to questions submitted by Senator Bradley for inclusion in the hearing record on S. 1165.

We apologize for the delay in our response, and we appreciate the opportunity to supplement our testimony.

Sincerely,

for Robert Stanton

William Penn Mott, Jr.
Director

Enclosures

QUESTIONS FROM SENATOR BILL BRADLEY TO THE NATIONAL PARK SERVICE
REGARDING S. 1165, THE PINELANDS PRESERVATION ACT
October 9, 1987

Question 1. As far as land acquisition is concerned, wasn't the most recent grant for land acquisition of $5.8 million made just over a year ago, on September 11, 1986?

What's changed in the development - or implementation - of the comprehensive plan since then?

Answer. The most recent grant was on August 28, 1986, when the Secretary approved a grant request from the State for land acquisition funds in the amount of $5.8 million for land acquisition in Ocean County.

The State is continuing to manage the reserve in a manner consistent with the provisions of the Pinelands Comprehensive Management Plan and the Department is continuing to administer monies appropriated under the Act in a manner consistent with its provisions. There has been no change in the role that each party is mandated to perform.

Question 2. Is it the Park Service opinion that the job of land acquisition has been completed? Is this the opinion of the Director of the Park Service's Mid-Atlantic Region, who represents the federal government on the Pinelands Commission?

What input did the staff at the Mid-Atlantic Region have in today's recommendations?

Answer. According to Chapter 7 (Protecting the Pinelands) of the Comprehensive Management Plan, the Pinelands Commission identified 8 priority acquisition areas in the reserve totalling 67,000 acres. The location of an additional 33,000 acres was to be identified on the basis of continuing planning, indicating that the acquisition of these areas was not a priority.

Of the areas identified for acquisition, the State has purchased 47,680 acres since 1979 at a total cost of $25,484,000 using both Federal and State monies according to the cooperative process created by the Federal Act. The Pinelands Commission has not yet completed its land acquisition program as outlined in the Comprehensive Management Plan. This is the view of the National Park Service and its Regional Director of the Mid-Atlantic Region. The Regional Office was asked to comment on the testimony in draft and concurred in the position.

Question 3. Hasn't the Park Service demonstrated an extraordinary ability to establish and implement park interpretive programs? Doesn't the statute say that there is a "national interest" in protecting and preserving the Pinelands area's benefits for the visitors to the area?
(Section 502(a)(2)

The statute also reads in 502(a)(4):

"(4) in view of the longstanding Federal practice of assisting the States in creating, ... preserving, and enhancing ...areas of significance of this resource, the Federal Government has an interest in assisting the State of New Jersey and its local units of government in fulfilling their responsibilities..."

Hasn't the state, and the Pinelands Commission already assumed the primary responsibility for regional management?

Doesn't this statutory language indicate a role for the federal government beyond an involvement in the development of the management plan? Wouldn't it be appropriate, given the cooperative emphasis of the statute and the special abilities of the Park Service, that the Park Service play a leading role in the development and implementation of an interpretive program for the Pinelands?

Answer. Section 502(a)(3) states that "a primary responsibility for protecting and enhancing...(the significant ecological, natural, cultural, recreational, educational, agricultural, and public health benefits) resides with the State of New Jersey and the various local units of government having jurisdiction over the area;"

Furthermore, Section 502(a)(4) states that "...the Federal Government has an interest in assisting the State of New Jersey and its local units of government in fulfilling their responsibilities and in avoiding adverse federally approved or assisted impacts before these responsibilities can be undertaken;"

In 1984, the National Park Service Mid-Atlantic Regional Office initiated discussions with the State and the Pinelands Commission to develop an interpretive program for the Pinelands. In 1986, the Regional Office developed an approved work plan and memorandum of agreement among the National Park Service, the State and the Pinelands Commission to develop an interpretation plan for the area and define roles and responsibilities of each

signatory to implement those elements of the plan which were appropriate for each party to implement. The National Park Service assumed the lead role in the interpretive planning effort. The National Park Service agreed to provide the services of the Harpers Ferry Center, our own expert interpretive staff, to prepare a comprehensive Pinelands Interpretive Plan. This plan was to include a full range of interpretive techniques and programs including, but not limited to, the siting and conceptual design of one or more visitor centers, a scenic tour route incorporating existing State interpretive centers and other designated publicly and privately owned culturally and ecologically significant locations, wayside exhibits, tour guides and informational materials.

The State has adopted the position that the Federal Government alone should develop and carry out the interpretive plan, and it has declined to enter as an equal partner into the study process. The intent of Congress was to adopt a Federal-State-local partnership approach to the administration of the reserve and the cooperative involvement of all parties, including the State, in such an important undertaking is essential.

The National Park Service, recognizing its capabilities in the area of interpretation, stands ready to resume the planning process described above should the State be willing to cooperate fully in the effort. However, its role is planning and technical assistance and not direct development or management of facilities.

Question 4. As far as land acquisition, doesn't Section 502(h)(4) specifically authorize the Secretary to make grants for land acquisition up to ten years after approval of the management plan? I note the Secretary of the Interior signed the management plan on January 16, 1981.

Doesn't this clearly indicate Congressional intent to authorize a federal role in the implementation of the plan? Didn't the plan call for nearly 100,000 acres of land acquisitions, of which 67,000 acres have now been acquired? Won't my reauthorization bill allow for the completion of the acquisition program, as specified in the Pinelands Comprehensive Plan?

Answer. The Federal Government's role as carried out by the Department of the Interior, is to provide technical and financial assistance to the State in it's implementation of the Comprehensive Management Plan, to monitor the State's implementation of the plan and to coordinate Federal activities

conducted within and/or affecting the reserve. We read no contrary Congressional intent in the language of the statute.

Additional monies appropriated by Congress for land acquisition in the Pinelands National Reserve would be used for the acquisition program as specified in the Pinelands Comprehensive Management Plan. However, completion of the acquisition program would depend on the amounts appropriated, regardless of the authorization level.

Senator BRADLEY. Thank you very much. Let me thank both of you.

Let me tell you that I think that the Park Service today was not prepared. I would like the record to show that. The Park Service did not respond to the questions that were put by the committee specifically related to the bills about which they were asked to come prepared to testify.

I think that is regrettable, and we will have to reopen the issue at another time.

Mr. RITTER. Mr. Chairman, did you want to hear the statement regarding San Francisco Maritime?

Senator BRADLEY. I would like you to submit them for the record because you have them written there anyway, and all you are doing is simply reading them. So why not just submit them to the record.

Mr. RITTER. Okay.

[The prepared statement of Mr. Ritter on H.R. 1044 follows:]

STATEMENT OF J. THOMAS RITTER, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS & FORESTS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING H.R. 1044, A BILL TO ESTABLISH THE SAN FRANCISCO MARITIME NATIONAL HISTORICAL PARK IN THE STATE OF CALIFORNIA, AND FOR OTHER PURPOSES.

OCTOBER 6, 1987

Mr. Chairman and Members of the Committee, I am pleased to be here today to discuss H.R. 1044, a bill to establish the San Francisco Maritime National Historical Park, which was passed by the House of Representatives on May 4, 1987.

We do not object to the enactment of H.R. 1044, but only if it is amended to address our concerns which are outlined below.

As passed by the House and if enacted, H.R. 1044 would create a new unit of the National Park System, the San Francisco Maritime National Historical Park, by carving out that area generally known as the Aquatic Park from the boundaries of the Golden Gate National Recreation Area. The national historical park would also include the fleet of historic vessels as well as the library and artifacts.

The bill requires a general management plan for the park within two complete years after enactment. The plan shall consider whether or not the Haslett Warehouse should be included within the boundaries. The plan also shall include but not be limited to the development of resource management plans and the location, design, and estimated cost of public facilities to be developed for the park, which may include docking facilities to provide both protection and visitor access to the historic fleet Further, the bill directs that the plan provide for a mod museum building, which shall be named after Representative Sala Burton.

While the Maritime Museum and historic ships were included within the boundary in the original 1972 legislation establishing the Golden Gate National Recreation Area, it was not until 1977 that the San Francisco State Historic Park vessels were donated to the National Park Service. In 1978 the City and the Maritime Museum, who jointly operated the San Francisco Maritime Museum, donated their respective interests to the National Park Service. These former State and City properties would be constituted as a new and separate unit of the National Park System under H.R. 1044.

The purposes of Golden Gate National Recreation Area, as stated in the first section of Public Law 92-589, are:

1. To preserve for public use and enjoyment certain areas of outstanding natural, historic, scenic, and recreational values;

2. To provide for recreational open space; and

3. To protect it from development and uses which would destroy the scenic beauty and natural character of the area.

There is no recognition or specific direction given for the management of the historically significant fleet of vessels and artifacts. Therefore, the overall impact of H.R. 1044, as passed by the House, would be to give specific statutory direction to the National Park Service in the management of these resources. In this regard the bill is similar to existing law that includes Muir Woods National Monument and Fort Point National Historic Site within the original boundary of Golden Gate National Recreation Area while at the same time providing that these two sites shall be administered as distinct and identifiable units of the National Park System in accordance with their own legislation. We agree that this concept is appropriate for the historic ships and marine artifacts. However, we have particular concerns about H.R. 1044, as passed by the House.

Section 3(d) provides for fees to be collected and that the receipts collected therefrom would go toward the maintenance of the historic fleet without appropriation. We support the collection fees at this area, but believe that the second sentence of this provision is contrary to the latest fee proposal under active consideration by the Congress. Therefore, we recommend that this sentence be deleted in order to avoid a possible inconsistency with the general fee legislation. Likewise, we recommend that the second sentence in section 3(c) be deleted for similar reasons.

We believe that the detailed requirements contained in section 3(e) for the general management plan are unduly prescriptive and should be deleted. The National Park Service has sufficient authority under current law to develop a plan responsive to the purposes of H.R. 1044. Moreover, construction of a new museum as contemplated by the section 3(e) planning requirements would be quite costly and unnecessary given the presence of existing facilities.

With regard to section 5, we believe that this section is unnecessary. Section 5 would establish an advisory commission. Should an advisory commission be necessary, we have sufficient authority to establish a commission under existing laws.

If H.R. 1044 is amended to address our concerns, we anticipate that its enactment would result in no increase in cost while providing recognition and direction in the management of the historic fleet and artifacts.

That concludes my prepared statement, Mr. Chairman and Members of the Committee. I would be happy to respond to any questions that you or others may have.

Senator BRADLEY. Thank you very much.

Our next panel consists of Katie Anderson, Executive Assistant for Legislation, New Jersey Department of Environmental Protection; Robert Schenck, President, New Jersey Pinelands Landowners Society; Terrence Moore, Executive Director, New Jersey Pinelands Commission; and Suzanne Wilkins, Director of River Protection, American Rivers, Washington, DC.

Let me welcome all of you to the committee. Let me ask you if you could to try to limit your individual testimony to five minutes, and then we can proceed from there.

Ms. Anderson.

STATEMENT OF KATIE ANDERSON, EXECUTIVE ASSISTANT FOR LEGISLATION, NEW JERSEY DEPARTMENT OF ENVIRONMENTAL PROTECTION, TRENTON, NJ

Ms. ANDERSON. Good afternoon. My name is Katie Anderson, and I have been asked by Helen C. Fenske, Assistant Commissioner for National Resources with the New Jersey Department of Environmental Protection, to present testimony on her behalf today and on behalf of the Department.

I am pleased to testify today in support of S. 1165. This bill recognizes the invaluable resources of the Pinelands National Reserve by authorizing the Secretary of the Interior to provide for the development and operation of a visitor and environmental education center in the Reserve in the State of New Jersey.

Pinelands National Reserve is a remarkable partnership among Federal, state and local government. It was established as a prototype for land preservation which involved all levels of government in the planning, protection and management of a truly extraordinary historic and natural area containing a fragile ecosystem.

This partnership has been an outstanding success in preserving a large area of land as a national reserve through other than the traditional total acquisition and management by the Federal Government.

Pinelands National Reserve is comprised of approximately 1.1 million acres. One-third, or approximately 281,800 acres, is, in fact, state owned.

The partnership reserve approach has proven itself, and it is now time to go to the next step; that is, to develop the interpretation of the Pinelands for the benefit and appreciation of this and future generations. Through the construction and operation of a visitor and education center, this goal will be accomplished.

This is particularly important not only to allow for interpretation of this unique area but also to have a facility which brings this noble partnership to a point of completion.

It should be noted that there are as yet no major interpretive visitor centers developed by the National Park Service in this heavily populated metropolitan region of the country. Realistically, there is no better qualified agency to provide interpretation of the Pinelands than the National Park Service. The Service has an outstanding reputation of quality interpretive programs throughout the country.

The State of New Jersey strongly supports S. 1165 and encourages its passage in the near future. The state will join the National Park Service in the planning and design of this needed facility.

The state assumes the major responsibility of land management and recreation within the reserve and, consistent with the unique Federal/state/local partnership concept of the reserve, looks forward to this initiative which will allow the National Park Service to become a strong presence in the Pinelands National Reserve.

In summary, New Jersey possesses the first established national reserve. It is a tremendous resource which must be understood and appreciated, including the fostering of this interpretation center as set forth in S. 1165.

Thank you, Mr. Chairman.

Senator BRADLEY. Thank you very much, Ms. Anderson.

Mr. Schenck.

STATEMENT OF ROBERT W. SCHENCK, PRESIDENT, NEW JERSEY PINELANDS LANDOWNERS SOCIETY, TUCKERTON, NJ

Mr. SCHENCK. Thank you, Mr. Chairman, for having me here today.

The Pinelands Landowners Society was organized out of frustration. For the most part, our society is made up of individual property owners in the Pinelands who have been blocked from using their land by the extreme restrictions of the New Jersey Pinelands Comprehensive Management Plan. In only 10 months, our membership has grown to over 1,000 people who either own or have an interest in land in the Pinelands.

The ultimate goal of our society is to challenge the constitutionality of the Pinelands plan in the courts. We feel that most of the plan must certainly be unconstitutional within the true meaning of the Fifth Amendment, which states just compensation for private property taken for public use.

Needless to say, land acquisitions are strongly needed in the Pinelands not only to permanently preserve environmentally sensitive land but to provide reasonable relief to the people who own that land which has been rendered totally unusable. This relief would also be important to help protect the Fifth Amendment rights of the property owners involved.

Just how far would $21.2 million go towards preserving the Pinelands? Using the money strictly for fee simple outright land acquisitions, it would not go very far at all.

According to a report from the New Jersey Office of Legislative Services dated February 25, 1987, which I have supplied to the committee, after acquiring only about 50,000 acres since the inception of the plan over eight years ago, there are still at least 308,000 acres of land left that have been rendered undevelopable by the Pinelands plan.

The original Pinelands plan predicted that 100,000 acres would be required for preservation by June 1985, and I have also supplied a copy of that.

It is now October 1987, over two years past that goal, and only half of that projection has been met. Land acquisitions have not had a very high priority in the past.

Meanwhile, our members have continued to pay their property taxes regularly while they wait, oftentimes to desperation, for their compensation.

The time has come for the Federal and state governments to look into new ways to resolve the plight of the landowner in the Pinelands. We feel strongly that there are several alternatives to outright land acquisitions. We will offer two of these which we will ask you to seriously consider for this bill.

Landswapping: According to the report from the New Jersey OLS, which I also provided to you, there are some 376,000 acres of land owned by Federal, state and local governments in the Pinelands. Surely there are a few thousand acres that could be subdivided into buildable lots. Sewer lines and roads could be properly installed. Lot size should be reasonable. Perhaps one acre would be fair.

We suggest that this formula be used which would parallel the failed Pinelands Development Credit Program in order to determine swapping value. For example, perhaps every 39 acres of wetlands or portion thereof could be swappable for one buildable lot. Every 10 acres of uplands or portion thereof could be swappable for one buildable lot.

The net result would be the preservation of at least 20 times more land than would be preserved by fee simple acquisitions. A more detailed explanation I have provided to you of our ideas.

The benefits of landswapping: Number one, it could ultimately preserve 20 times more land than by fee simple acquisitions for the same price;

It would offer a reasonable compromise to the landowners, who could salvage their investments and their dreams;

It could provide a way to make the presently failed Pinelands Development Credit Program to start working;

It could provide a way to not only preserve active farmland but create new farmland as well;

It could provide a way to create low intensity recreational facilities which could be run by Federal, state or local governments or even the private sector;

It would restore some tax base in many of the Pinelands communities and could also provide some added employment opportunities in the Pinelands without affecting the environment.

The drawbacks to landswapping are minimal from what I have seen.

We beg that you earmark the appropriation, should it be passed, for implementing a land swap in the Pinelands rather than fee simple acquisitions. It would go a whole lot further towards the goal of preserving the Pinelands.

We also suggest the possibility of conservation easements. Another alternative might be to purchase permanent outright conservation easements in exchange for allowing the property owner use of a portion of his land.

Many of our members would be receptive to these ideas, since they are willing to give up development ideas to most of their land as long as they would be allowed to build one home on a portion of it. There are many members in our society who own five, 10, 20 acres or more who really only wish to utilize the entire property

for one dwelling. For these people, selling a conservation easement might very well be a viable alternative.

On the visitor center, I hope you understand after what I have just said why we have to say what we have to say here. This society is vehemently opposed to the building of a visitor center in the Pinelands, especially one costing $5 million. As long as there are landowners held hostage by the severe restrictions of the Pinelands plan, every dollar made available should go towards land preservation and nothing else.

Batsto Village presently serves as a visitor center for the Pinelands, and it serves that function well. Perhaps a minimal expansion at Batsto might serve the same purpose of the proposed visitor center for a whole lot less than $5 million. Please dedicate this $5 million to land acquisition alternatives only.

To summarize, we ask this committee to seriously consider making these alternatives an important part of this potential appropriation. We ask that a serious effort be made to find ways to preserve the Pinelands that will not hang the landowner with unusable but still taxable land.

We feel that landswapping and conservation easements could very well provide a more definite short term way to finally and permanently protect and preserve the Pinelands.

We ask you to remember the rights guaranteed by our Constitution in the Fifth Amendment, just compensation for private property taken for public use. In the true spirit of the 200th birthday of the Constitution, we ask you to protect those rights.

Personally, I think you have an idea of where we are at and the problems that our people are facing. I would just at this time ask you personally if there would be a chance possibly in the near future for you and I to sit down and talk one on one so I could give you a more detailed explanation of the problems that our people are facing.

[The prepared statement of Mr. Schenck follows:]

PINELANDS LANDOWNERS SOCIETY

P. O. BOX 345
TUCKERTON, NEW JERSEY 08087

TESTIMONY BY ROBERT W. SCHENCK

PRESIDENT OF THE NEW JERSEY PINELANDS LANDOWNERS SOCIETY

BEFORE THE UNITED STATES SENATE SUBCOMMITTEE

ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS.

WASHINGTON, D.C.

PROPOSED FEDERAL APPROPRIATION OF $26.2 MILLION FOR

LAND ACQUISITIONS AND A VISITORS CENTER

IN NEW JERSEY'S PINELANDS

OCTOBER 6, 1987

PINELANDS LANDOWNERS SOCIETY

ROBERT W. SCHENCK, PRESIDENT
P. O. BOX 345
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Needless to say, land acquisitions are strongly needed in the Pinelands not only to permanently preserve environmentally sensitive land; but to provide reasonable relief to the PEOPLE who own that land which HAS been rendered totally unusable. This relief would also be important to help protect the Fifth Amendment RIGHTS of the property owners involved.

Just how far would $21.2 million go toward preserving the Pinelands? Using the money strictly for fee simple outright land acquisitions wouldn't go very far at all. According to a report from the New Jersey Office of Legislative Services dated February 25, 1987 (copy attached), after acquiring only 50,000 acres since the inception of the Plan over 8 years ago, there are still at least 308,000 more acres of land left that have been rendered undevelopable by the Pinelands Plan. The original Pinelands Plan predicted that 100,000 acres would be acquired for preservation by June 1985 (copy attached). It is now October 1987; over two years past that goal, and only half of that projection has been met. Land acquisitions have not had a very high priority in the past. Meanwhile, our members have continued to pay their property taxes regularly while they wait; often times to desperation, for their just compensation.

The time has come for the Federal and State Governments to look into new ways to resolve the plight of the landowner in the Pinelands. We feel strongly that there are several alternatives to outright land acquisitions. We will offer two of these alternatives which we ask you to seriously consider for this bill.

LANDSWAPPING

According to the report from the New Jersey OLS (attached), there are some 376,000 acres of land owned by the federal, state and local governments in the Pinelands. Surely there are a few thousand acres that could be subdivided into buildable lots. Sewer lines and roads could be properly installed. Lot size should be reasonable considering the amount of land that would be given in trade. Perhaps one acre each would be fair. We suggest that a formula be used which would parallel the failed Pinelands Development Credit Program in order to determine swapping value. Every 39 acres of wetlands, or portion thereof would be swappable for one buildable lot. Every 10 acres of uplands, or portion thereof would be swappable for one buildable lot. The net result would be the preservation of at least 20 times more land than would be preserved by fee simple acquisitions. A more detailed explanation of our ideas is attached.

BENEFITS OF LANDSWAPPING

1. Could ultimately preserve approximately 20 times more land than by fee simple acquisitions; for the same price.
2. Would offer a reasonable compromise to landowners who could salvage their investments and their dreams.
3. Could provide a way to make the Pinelands Development Credit Program work. It is a failure now. (see attached information)
4. Could provide a way to not only preserve active farmland, but create new farmland as well. (see attached information)
5. Could provide a way to create low intensity recreational facilities which could be run by Federal, State or Local Governments, or even the Private Sector.
6. Would restore some tax base in many, or possibly all Pinelands Communities.
7. Could provide some added employment opportunities in the Pinelands without affecting the environment.

DRAWBACKS TO LANDSWAPPING

1. Some landowners won't think it is fair.
2. State would lose land offered in swap.
3. May be some minimal opposition from towns where state land would be offered for swap.
4. In other words, no serious drawbacks; especially in relation to the potential gains.

We beg that you earmark this appropriation for implementing a landswap in the Pinelands, rather than for fee simple land acquisitions. It would go a whole lot further.

CONSERVATION EASEMENTS

Another alternative might be to purchase permanent, outright conservation easements in exchange for allowing the property owner use of a portion of his land.

Many of our members would be receptive to this idea since they are willing to give up development rights to most of their land as long as they would be allowed to build one home on a portion of it. There are many members in our Society who own 5, 10, 20 acres and more who really only wish to utilize part of their property for one dwelling. For these people, selling a conservation easement might very well be a viable alternative.

VISITOR'S CENTER

This Society is VEHEMENTLY opposed to the building of a visitor's center in the Pinelands; especially one costing $5 million! As long as there are landowners held hostage by the severe restrictions of the Pinelands Plan, every dollar made available should go towards land preservation and nothing else.

Batsto Village presently serves as a visitor's center for the Pinelands; and it serves that function well. Perhaps a minimal expansion at Batsto might serve the same purpose of the proposed visitor's center for a whole lot less than $5 million. Please dedicate this $5 million to land acquisition alternatives ONLY.

SUMMARY

We ask this committee to seriously consider making these alternatives an important part of this potential appropriation. We ask that a serious effort be made to find ways to preserve the Pinelands that won't hang the landowner with unusable but still taxable land. We feel that landswapping and conservation easements could very well provide a more definite short term way to finally and permanently protect and preserve the Pinelands while at the same time, guard the rights guaranteed by our Constitution in the Fifth Amendment. "JUST COMPENSATION FOR PRIVATE PROPERTY TAKEN FOR PUBLIC USE". In the true spirit of the 200th birthday of the Constitution, we ask you to protect those rights.

On behalf of the members of our Society, I thank you for taking the time to hear us out.

For a better New Jersey Pinelands.
Most Sincerely,

Robert W. Schenck, president
Pinelands Landowners Society

- Excise tax of 5 percent on private campgrounds and marinas in Pineland counties $2,080,000.
- Realty transfer tax—surcharge of additional $0.25 per $500.00 of value (statewide) $3,970,000
- Development review fees $60,000--$120,000.

In evaluating these revenue sources, the incidence of the tax or fee should be considered as well as the amount of revenue to be generated. The Commission recommends that a combination of these or similar mechanisms be adopted so as to achieve an appropriate and equitable distribution of impacts. Surcharges on public recreation fees and development review fees, while perhaps minor in terms of their revenue productivity, may be justified in terms of their incidence on users of the Pinelands, including both state and out-of-state residents.

In order to provide adequate and continuing funding for the overall Pinelands program, it is recommended that legislation be enacted to provide additional, self-generating sources of revenue. It is specifically proposed that the Pinelands Fund be reconstituted, and that the $1.00 surcharge allowed by the Pinelands Protection Act on existing user fees for state properties be supplemented with a combination of other revenues.

It is further recommended that the Pinelands Fund be converted into a "general" fund for the receipt of all revenues, appropriations, grants, etc., and that it be available for all the Commission's purposes, including payments in lieu of taxes.

Acquisition and Other Projected Cost Elements

Property acquisition represents the major program cost associated with implementation of the Comprehensive Management Plan. The acquisition program, presented in Chapter Seven, envisions the purchase through 1985 of approximately 100,000 acres, including both fee simple and less than fee simple interests. Two-thirds of the land to be acquired, or about 67,000 acres, are situated in the designated acquisition areas. The location of the remaining one-third will be determined on the basis of continuing planning.

The costs of the acquisition program were estimated on the basis of a detailed study of land sales from 1977 through 1979 in a broad sector of the Pinelands. Sales transactions were analyzed and followed, in many instances, by site inspections and direct contacts with the purchasing parties to verify the facts or circumstances of sales.

Utilizing a modified appraisal technique, value estimates were derived on the basis of data for comparable sales, taking into account such factors as general geographic location, natural characteristics (wetland or upland), road frontage, proximity to growth, and predominant land use. This methodology has produced acquisition cost estimates which are judged to be quite valid in terms of average cost per acre of typical properties in the specified areas. At the same time it should be noted that the cost factors cannot be applied to any specific parcels because of the range of individual factors which may ultimately influence a particular sale, such as size, configuration, or highest and best use.

The initial land value estimates assumed that no structures would be acquired, and that most acquisitions would be in the form of entire takings so as to minimize the issue of severance damages. It is recognized, however, that purchases of some improvements and certain severance damages may be unavoidable. A contingency factor of 10 percent has been incorporated in the projections to account for these and other extraordinary costs.

For planning and budgeting purposes a level annual acquisition effort has been assumed. This approach maintains a constant number of acres purchased over the five-year projection period with approximately 18,800 acres acquired each year. Actual experience, however, may result in a peaking of activity in certain years because of variables such as condition of title, number of parcels, availability of owners, and the status of negotiations.

The overall average cost per acre for projected acquisitions in the designated areas is estimated currently to be $636 per acre. This figure incorporates specific assumptions regarding

the combination of easements and fee simple purchases, mix of uplands and wetlands, geographical location, etc. It is assumed that after 1981 the overall average cost per acre will rise by about 5 percent per year, although it is recognized that actual cost increases will vary among different parts of the Pinelands. A summary of projected acquisition costs is presented in Table 9.4.

Table 9.4—Projected Cost of Pinelands Acquisition Program

	Fiscal Years (beginning July 1, 1979) 1980	1981	1982	1983	1984	1985	1980-1985 Total
Average Cost/Acre	$713[1]	$636	$668	$701	$736	$773	—
No. of Acres to be Acquired[2]	6,000	18,800	18,800	18,800	18,800	18,800	100,000
Land Acquisition Cost (000's)	$4,292.2	$11,956.8	$12,558.4	$13,178.8	$13,836.8	$14,532.4	$70,355.4
Contingencies @10% (000's)[3]	—[1]	$1,195.7	$1,255.8	$1,317.9	$1,383.7	$1,453.2	$6,606.3
Settlement Costs @5% (000's)[4]	$214.6	$657.6	$690.7	$724.8	$761.0	$799.3	$3,848.0
Total Program Cost (000's)	$4,506.8	$13,810.1	$14,504.9	$15,221.5	$15,981.5	$16,784.9	$80,809.7

1) This figure reflects actual 1980 costs. It is relatively high because it includes properties with structures and consists entirely of fee simple acquisitions. It also includes two acquisitions with higher than average costs. These factors are taken into account in future years under contingencies.

2) Total acreage includes a combination of fee simple and easement acquisitions.

3) Contingency costs include necessary purchases of structures or other improvements, possible severance damages, and other unanticipated costs.

4) Settlement costs include appraisals, surveys, title searches, title insurance, and legal fees.

In Lieu of Tax Payments

The case for making a payment in lieu of taxes (PILOT) based on full tax equivalency has been set forth earlier in this chapter. Estimates of the cost of implementing an in lieu payment program in connection with the Pinelands acquisition program are presented below. It should be noted that payments in lieu of taxes are warranted only in the case of fee simple purchases since acquisition of less than fee interests does not render a property tax exempt.

The computation of the estimated liability for payments in lieu of taxes due to fee simple acquisitions is based on estimates of an average PILOT per acre for acquisitions in the designated areas of the Pinelands. These estimates were computed by identifying the approximate number of acres to be acquired in each Pinelands jurisdiction, and multiplying the estimated assessed value (based on estimated purchase price) of the acquisitions in each locality by the actual 19 tax rate for each respective area. This yielded an estimated full tax equivalency payment averaging $16.67 per acre.

The average PILOT per acre was assumed to remain constant through 1981, and thereafter increase at a rate of 5 percent per year to reflect inflationary pressures and the maximum budget increase allowed under New Jersey's municipal cap law. The resulting estimated payments per acre were applied to the projected number of acres to be wholly acquired each year to derive annual estimates of the cost of the payment in lieu of tax program. These estimates are shown in Table 9.5.

For projection purposes, it is assumed that New Jersey Green Acres bond funds will be used to help finance most of the fee simple acquisitions anticipated in the plan. Accordingly, a portion of the cost of the in lieu payment program will be paid automatically by the state under the Green Acres formula. Estimates of the potential Green Acres share of the in lieu costs are presented in Table 9.6.

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Leonard T. Connors, Jr.

February 25, 1987

RECEIVED
MAR

Honorable John T. Hendrickson, Jr.
157 North Main Street
Manahawkin, New Jersey 08050

Dear Assemblyman Hendrickson:

I am writing in response to your request for information on landownership patterns in the Pinelands area. I have reduced your request to the following four questions, which I will answer individually below:

1. How many acres of privately owned land are included in the Pinelands Area?

2. How many acres of this privately owned land have been rendered undevelopable by the Pinelands Comprehensive Management Plan?

3. How much would it cost for the State to purchase the undevelopable privately owned land in the Pinelands Area?

4. How long would it take to purchase the undevelopable privately owned land at current rates of acquisition?

1. Number of privately owned acres in the Pinelands Area.

There are approximately 1,100,000 acres in the Pinelands National Reserve, which was designated by federal law in 1978. However, the area under the jurisdiction of the Pinelands Commission pursuant to the "Pinelands Protection Act," (P.L. 1979, c. 111) is somewhat smaller than the Pinelands National Reserve, and comprises approximately 934,000 acres - 568 acres in the Preservation Area and 368 acres in the Protection Area. Of the 934,000 acres under the jurisdiction of the Pinelands Commission, approximately 376,000 acres are publically owned by either the federal, state or local government. Thus there are approximately 558,000 acres of privately owned land under the jurisdiction of the Pinelands Commission.

2. Acres of privately owned land rendered undevelopable by the Pinelands Comprehensive Management Plan.

This question requires a calculation of the number of privately owned acres available for development and the number not available for development. In addition, this question requires a definition of "developable" and "undevelopable," for the definition of each will determine how many acres are placed in each category. For example, if one assumes that two acre zoning for residential building is a reasonable definition of "developable," there will be fewer acres deemed "undevelopable" than if one assumes that 1/2 acre zoning is a reasonable definition of "developable." Therefore, in calculating the areas available for development I have assumed that the land in the three development areas of the Pinelands (the Regional Growth areas, villages, and towns), where one acre zoning prevails, is developable. In other areas I have assumed that areas controlled by up to a five acre zoning requirement are developable, and that areas controlled by zoning requirements of over five acres are undevelopable. In addition, I have subtracted the Special Agricultural Areas from the acreage which would otherwise be considered available for development, because these areas consist mainly of blueberry and cranberry bogs or their watershed protection areas, and would not be considered available for development under any regulatory scheme. Based on these assumptions, approximately 250,000 of the 558,000 privately owned land in the Pinelands area can be considered developable, and approximately 308,000 acres can be considered "undevelopable."

3. The cost of purchasing the undevelopable privately owned land in the Pinelands area.

The Department of Environmental Protection has been acquiring land in the Pinelands area for about five years, using state "Green Acres" funds and federal funds when available. The State has acquired about 50,000 acres to-date. The average cost of land acquired in the Pinelands is approximately $1,000.00 per acre. Thus, to purcahse 308,000 acres of privately owned undevelopable land at an average price of $1,000.00 per acre will require $308 million in funding.

4. How long will it take to purchase the privately owned undevelopable land at the current acquisition rate?

The Department Of Environmental Protection is acquiring approximately 10,000 acres of Pinelands land per year, which at approximately $1,000.00 per acre requires $10 million per year in funding. Thus at the current rate of $10 million per year in acquisitions, it will take approximately 31 years to purchase the privately owned undevelopable land in the Pinelands area.

I hope this information satisfactorily fulfills your request, and if I can be of any further assistance to you in this matter, please let me know.

Sincerely yours,

Mark Connelly

Mark T. Connelly
Senior Research Associate

MTC:tr

PINELANDS LANDOWNERS SOCIETY

"PINELANDS PRESERVATION ALTERNATIVES"

.....Ways to preserve the pristine environment of New Jersey's Pinelands without devistating the people who own New Jersey's Pinelands.

We will present a number of alternatives which could be included in the present Pinelands Comprehensive Management Plan which would help to resolve the plight of the landowner in the Pinelands without seriously affecting the overall intentions of the Plan. In fact, many of these alternatives could indeed enhance the overall goals of the Plan.

We present these ideas as a good faith compromise. One must understand that we still wholeheartedly believe that many of the provisions of the Pinelands Plan in it's present form are clearly unconstitutional. These alternatives are not intended to challenge or diminish the constitutionality of the Plan. Only the courts will decide that issue. It IS our intention to offer viable alternatives to be implemented by the Municipal, State and/or Federal Governments, in an effort to help the landowners out of the serious jam that those governments decided to put them in by enacting and enforcing the Pinelands Plan. It is also important to note that all of these alternatives must be provided on a voluntary basis.

LANDSWAPPING

According to a recent report from the State there are 376,000 acres of land publicly owned by local, state and federal governments in the Pinelands. Surely, these governments could come up with about 5,000 acres (less than 2% of the total) that could support development. We suggest that the State direct the Pinelands Commission to designate areas of state owned land which could support development safely and reasonably. We suggest that these areas be subdivided and improved by the state. There are a number of highly under-utilized sewer treatment plants in and near the Pineland's boundaries which should be considered when selecting appropriate sites. Other available facilities should be considered such as electric, water, etc. Lot size should be no less than one acre and of relatively equal sizes. All lots will be considered to be buildable and zoned equally for residential use only.

These lots would be offered in trade for land to be preserved or otherwise protected from the Preservation District, Agricultural Production areas and Forest Districts or any lot deemed unbuildable anywhere in the jurisdiction of the Pinelands Commission. Lot selection would be by random lottery. People due more than one lot would be given the option of getting adjacent lots if preferred. Using a formula derived from the Pinelands Plan's own Pinelands Development Credit program, we suggest that every 39 acres of wetlands be tradable for one buildable lot. We suggest that 4 lots be made available for every 39 acres of uplands; or one lot for every 10 acres of uplands. Every fraction over these minimums would entitle the property owner to an additional lot. If Landowner Jones owned 5 acres of wetlands and 10 acres of uplands, he would be eligable for two lots. The state would gain 15 acres for preservation and the landowner would get two

buildable one acre lots in return. Everyone compromises. Everyone wins. A more definite formula could be made for more complex figures following these guidelines.

We suggest that certain subdivisions containing smaller sized lots (say, less than one acre) in these preservation areas already in existence be kept out of this landswapping plan. The state should initiate sewer and water expansion to these areas instead. This would give back these landowners the use of their land with minimal environmental impact.

PINELANDS PRESERVATION, FARM REDEVELOPMENT AND RECREATIONAL DEVELOPMENT PLAN.

The overall goal of the Pinelands Plan is to preserve the pristine environment in the Pinelands while also preserving farmland and creating a recreational area for all New Jerseyans to enjoy. Keeping this in mind, we suggest that the State enact a program that would redirect lands already owned and the lands acquired in the land swap back into the private sector. Of course, much of this land should be added to the State Forests for preservation in it's natural state, but alot of this land could be sold or leased back to the private sector as farmland or recreational areas with necessary deed restrictions added to prevent uses not intended.

For example, let's say that the Land swap nets the state with 10 properties totalling 125 acres in one contiguous area which could support blueberry production. These properties could be consolidated into one lot and converted into a working blueberry farm, complete with house and necessary out buildings and equipment. It could be created as part of a community project employing high school students eager to learn skills... or by using problem juveniles from one of the State schools,.... or using prisoners... or all of these. Once set up, it could be sold back to the private sector as a farm with no other uses allowed. Once returned to the private sector, it would again provide the municipality needed taxes which would have otherwise been lost and the sale price would help to offset the original expenses incurred in creating the lots originally traded.

An easier way to create this farmland would be to consolidate the land and then offer it for a reasonable price to existing adjacent farmers if interested. Low interest loans might be considered, or maybe leases.

Another interest for the Pinelands is to create recreational facilities. The same can be done for creating recreational facilities as was done to create farms. Lot consolidation into a larger contiguous property. Then create such recreational facilities as riding stables, campgrounds, etc, which could be reverted back to the private sector with deed restrictions, once created. Other recreational facilities which could be included in an expanded State Park system could be swimming areas, hiking trails, picnic areas, a visitor's center, nature museum, cultural museum, aquarium, planetarium, outdoor theaters, etc, etc.

Finally, a large amount of the Pinelands deserves to be kept in it's original undisturbed state, especially that land which is most fragile. The State Forest and State Park system should be expanded

using land swapping, conservation easements and fair land acquisitions.

REVAMPING THE "PINELANDS DEVELOPMENT CREDIT PROGRAM".

It is quite apparent that the Pinelands Development Credit (PDC) program as it is written, has been a complete failure. This cannot be argued. We suggest that it only be made available for existing, running farms. We suggest that the land swapping program pre-empt the use of the PDC program on vacant unused and unoccupied land. We also suggest that PDC receiving districts be found where the demand for these credits will be much higher. We see no reason why these credits could not be made available for sale in other areas of the state where high density is more desirable and needed. We feel that the minimum value of a PDC should be around $100,000 or more for the system to work fairly. We feel that by lowering the amount of PDCs available by the initiation of the land swapping program, coupled with the creation of a more expanded marketplace for the sale of the PDCs, it would give the PDC program a much needed boost by making it fair and lucrative for the farmer for whom the program was originally intended to benefit. In any case, we insist that the PDC program expire in 18 months after these programs are enacted if it is not working. If it can't be made to work in that period of time, then it was never intended to work at all.

It is of utmost importance that these programs be initiated swiftly since people's lives are being most seriously hurt by the present Pinelands Plan. We encourage quick adoption of these alternatives.

For a better New Jersey Pinelands....
Most sincerely,

Robert W. Schenck, president
Pinelands Landowners Society

609-296-2100 OR 609-296-0307

PROTECTING OUR PROPERTY RIGHTS
UNDER THE FIFTH AND FOURTEENTH AMENDMENTS
TO THE CONSTITUTION OF THE UNITED STATES OF AMERICA

Senator BRADLEY. Mr. Schenck, thank you very much for your testimony. We certainly can do that.

Mr. SCHENCK. Okay, thank you.

Senator BRADLEY. Let me recognize Terrence Moore, Executive Director, New Jersey Pinelands Commission.

STATEMENT OF TERRENCE D. MOORE, EXECUTIVE DIRECTOR, NEW JERSEY PINELANDS COMMISSION, NEW LISBON, NJ

Mr. MOORE. Thank you, Senator Bradley. My name is Terrence D. Moore, and I am the Executive Director of the New Jersey Pinelands Commission. I came here from New Jersey today to speak in support of S. 1165, your bill, Senator Bradley, for acquisition——

Senator BRADLEY. Please pull the microphone a little closer to you.

Mr. MOORE. My ability not to be heard is the reason I am still Executive Director of the New Jersey Pinelands Commission.

In 1978, Senator Bradley, with the enactment of section 502 of the National Parks and Recreation Act, the Congress and the President of the United States formed a partnership with the State of New Jersey and called upon the State of New Jersey to establish a commission and to undertake a project not seen before in the United States of America, a comprehensive management plan for a 1.1 million acre national reserve.

That comprehensive management plan was formulated, adopted and approved by the Secretary of the Interior in 1981. I would like to indicate, Senator, that that comprehensive management plan as approved by the Secretary of the Interior included a very strong recommendation for the establishment of a visitor center for the Pinelands National Reserve.

The effort that has been undertaken in New Jersey very clearly shows that the State of New Jersey and its units of local government and, most importantly, its people have achieved a level of resource protection intended by Congress in the creation of the Pinelands National Reserve.

This path, as Mr. Schenck is attesting to, has not always been a smooth one, but I think that all parties to this particular activity agree that the need for continued acquisition is very important to the full implementation of section 502 of the National Parks and Recreation Act.

The important component of the Pinelands Protection Program has been the availability of Federal acquisition funds authorized under section 502. The Pinelands plan identified 100,000 acres for acquisition. Sixty-seven thousand acres have currently been acquired or are in the process of acquisition.

I must, I guess, agree in part with the representative of the National Park Service. It has been successful. I must disagree in part, it is not yet a complete process from 67,000 to 100,000 acres.

I wanted to note in my testimony, Senator, that this achievement that we call the Pinelands National Reserve would not have been realized without the very direct involvement of New Jersey's congressional delegation and, indeed, Congress as a whole.

Our Federal partners in the executive branch have never requested of Congress appropriations of acquisition money. Any of

those dollars have been at the initiative of the New Jersey Congressional Delegation and, as you know, Senator, most recently with the Stafford Forge Plan Project at your initiative.

As is the case today, it appears that the initiative for fulfilling the Federal and state compact rests again with the Congress and the State of New Jersey. This bill authorizes an additional $21.2 million for land acquisition within the Pinelands National Reserve. As such, it provides the very necessary element to complete the planned acquisition program of environmentally sensitive lands in this very special area of the United States.

It also constitutes the very real and needed evidence of the Federal Government of its continuing commitment, your joint endeavor to preserve, protect and enhance the resources of this internationally significant landscape.

Secondly, this legislation provides $6 million in total for planning and construction of a visitor center in the Pinelands National Reserve.

This is a center that is visualized where the very sensitive attributes of the Pinelands itself, a national treasure, not just a state treasure, may be understood not only by current residents of the Pinelands, those who visit the Pinelands, but also those who are going to come very long after most of us are no longer here. We very much hope that the Pinelands will be there for them to enjoy as we do today.

We believe that the process that is outlined in your bill, Senator, for undertaking the study and particularly the implementation responsibility which is shared by the Federal Government and the state government is the very correct approach. We believe that the Pinelands Commission would have a great pleasure in looking forward to participating in the process of interpreting the very special resources of the Pinelands for those who visit it.

I wanted to transmit to you this morning, Senator, if I may, because it was adopted by the Pinelands Commission late Friday itself, a resolution of the commission supporting S. 1165.

I also wanted to take the opportunity to commend you, Senator Bradley, for what has been a very continuing and strong support of New Jersey's program in the Pinelands, and I think it is one where we believe that our senior Senator has shown a very strong environmental conscience and a very important stance on 22 percent of New Jersey's land area, which we will believe will be protected in the future.

If I may, Senator, I also would like to address one issue that you raised. I have been Executive Director of the New Jersey Pinelands Commission since its inception in 1979, and I believe I am, as you are, familiar with the provisions of section 502 of the National Parks and Recreation Act.

My belief and, I am bold enough to say, my knowledge indicates that those funds are very specifically able to be used for the implementation of the comprehensive management plan, not just during the planning period.

Indeed, I hope that is the case, because we have expended a great deal of Federal money subsequent to the adoption of the Pinelands Comprehensive Management Plan, and I hope we did that within accordance of the law.

Thank you, Senator.

[The prepared statement of Mr. Moore follows:]

The Pinelands Commission

P.O. Box 7, New Lisbon, N. J. 08064 (609) 894-9342

TESTIMONY OF
TERRENCE D. MOORE, EXECUTIVE DIRECTOR
NEW JERSEY PINELANDS COMMISSION
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS
REGARDING S-1165
OCTOBER 6, 1987

Mr. Chairman and Members of the Subcommittee.

My name is Terrence D. Moore and I am the Executive Director of the New Jersey Pinelands Commission. I appear before you today to speak in favor of Senate Bill 1165 which provides renewed funding for acquisition of ecologically critical areas of the Pinelands National Reserve, and a process for the establishment of a visitors center in this region.

In 1978 with the enactment of Section 502 of the National Parks and Recreation Act, the Congress and President called upon the State of New Jersey to form a partnership with the Federal Government to preserve, protect and enhance a unique area of national concern. In response to that invitation New Jersey enacted one of the most far reaching pieces of land use legislation in the nation today- the Pinelands Protection Act. A Comprehensive Management Plan was formulated and adopted by the Pinelands Commission, and approved by the Secretary of the Interior in 1981. Its

successful implementation has been the focus of numerous articles and comments by experts in the field of land use and environmental protection.

The effort has clearly shown that the State of New Jersey, its units of local government, and its people have achieved the level of resource protection intended by Congress in the creation of the Pinelands National Reserve. The path to this achievement has not always been smooth, but it has become paved with a consensus that the resources themselves are worthy of continuing and permanent protection.

An important component of Pinelands Protection has been the availability of acquisition funds authorized under Section 502 of the National Parks and Recreation Act. The New Jersey Pinelands Comprehensive Management Plan identifies a total of 100,000 acres to be placed in permanent public ownership. To date, with the assistance of these federal funds 67,000 acres of ecologically critical properties have been, or are in the process of being acquired. I should note at this point, that this achievement would not have been realized without the direct involvement of Congress. Our "federal partners" in the Executive Branch have never requested of Congress appropriations of the funds authorized by Section 502. As is the case today, the

initiatives for fulfilling our compact have come from the State of New Jersey and the Congress of the United States.

Senate Bill 1165 will authorize an additional $21,200,000 for land acquisition within the Pinelands National Reserve. As such, it provides the necessary element to complete the planned acquisition of environmentally sensitive lands in the Pinelands. It also constitutes evidence by the Federal Government of its continuing commitment to our joint endeavors to preserve, protect and enhance the resources of this internationally significant landscape that is found in the most urbanized state in the nation.

Secondly, this legislation will provide $6 million for planning and construction of a visitors center in the Pinelands National Reserve. Such a center is visualized as the place where the sensitive attributes of the Pinelands may be understood by the public through education and experience. Its purpose will be to instill an ethic promoting respect for, and intelligent stewardship of this precious landscape. We believe that the process for carefully selecting a site or sites for this center, and the opportunity to devise compatible programs for public understanding of Pinelands resources is provided by this legislation. It is, indeed, an important and continuing desire of the Pinelands Commission to play a pivotal role in developing

this ethic, and the appropriate learning experiences at such a facility.

I am pleased to transmit to you this morning a resolution of the New Jersey Pinelands Commission supporting S-1165. May I also take this opportunity to commend Senator Bill Bradley for his continuing support of New Jersey's efforts to shape an intelligent future for the 22% of the State's land area that is represented by the New Jersey Pinelands.

Thank you.

Senator BRADLEY. Thank you very much, Mr. Moore, for your testimony and for bringing the committee the information that it needs.

Suzanne Wilkins, Director of River Protection.

STATEMENT OF SUZANNE C. WILKINS, DIRECTOR OF RIVER PROTECTION FOR AMERICAN RIVERS, INC.

Ms. WILKINS. Thank you, Senator Bradley, for providing me this opportunity to comment on S. 1165 for the protection of the Pinelands.

Indeed, critical land acquisition that this bill would provide for is key to the further continuation of this very important project at the national reserve.

My name is Suzanne C. Wilkins. I am Director of River Protection for American Rivers, the Nation's principal river-saving organization. American Rivers is also representing and providing comments for the National Audubon Society, National Parks and Conservation Association, and the American Canoe Association today.

While we certainly support the development of the environmental education center, we do want at this time to comment on the Pinelands acquisition program specifically. This effort is critical, we believe, to the protection of rivers important to the State of New Jersey and to the Nation.

When the Pinelands Act originally passed, it comprised landmark legislation for river protection because it recognized the 1.1 million acre national reserve as an ecosystem. Indeed, the management plan places a strong emphasis on protection of the riparian systems.

The plan embodies a creative land use regulation and intergovernmental cooperation combined with the use of funds for land acquisition only for the most critical or endangered site. In 1987, earlier this year, the Pinelands Commission Report called for the completion of the acquisition of the 97,000 acres which, of course, would be enhanced dramatically by this bill.

Two of the major projects in this completion plan would protect the Wading and Manumuskin Rivers along with designated other lands.

The Wading River watershed characterizes the essence of essential Pinelands Region's unique natural and cultural resources. It is one of the most popular canoeing streams in the state and is of high water quality.

Botanically, it is rich in its diversity and, in fact, has one vegetation type that is unique to the Pinelands Plain, the Pinelands pygmy forest, and holds extensive white cedar swamps.

The acquisition of this 19,350 acres of the Wading River would complete a regional land use plan for the area and afford maximum protection to the river's ecosystem.

The Wading River and other rivers in the Pinelands were among the first to be identified under section 5(d) of the Wild and Scenic Rivers Act which is administered by the Park Service. Indeed, the Park Service did include the Wading River and others in its 1982 nationwide rivers inventory, thus recognizing its possible qualification for inclusion in the Wild and Scenic River system.

The Manumuskin River is one of the Pinelands' two streams identified as pristine, and the area supports plant and animal life important to the region. It is a tributary of the Maurice River. Along with the Maurice River an Menantico Creek, it is currently under study by the Park Service as a potential addition to the national Wild and Scenic Rivers system.

We believe the proposed appropriation, Mr. Chairman, of $21.2 million sought to be authorized by S. 1165 would be an outstanding investment in the protection of critically important rivers.

Moreover, we believe that the virtual completion of the Pinelands land acquisition is a singularly important event in the 10-year history of the Pinelands program and, indeed, continues along with the partnership set out by various levels of government and private sector.

Thank you.

[The prepared statement of Ms. Wilkins follows:]

TESTIMONY OF SUZANNE C. WILKINS

DIRECTOR OF RIVER PROTECTION FOR

AMERICAN RIVERS, INC.

ON S.1165 -- 100TH CONGRESS

BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OCTOBER 6, 1987

801 Pennsylvania Ave., S.E.
Suite 303
Washington, D.C. 20003
202-547-6900

Thank you Mr. Chairman for providing this opportunity to comment on S.1165 a bill to provide for the development of visitor and environmental education center in the New Jersey Pinelands and to amend Section 502(k) of the Pinelands Act to provide for $21,200,000 for critical land acquisition in the National Reserve.

My name is Suzanne C. Wilkins and I am Director of River Protection for American Rivers Inc., the nation's principal riversaving organization. American Rivers is also representing and providing comments for the National Audubon Society, National Parks & Conservation Association, and the American Canoe Association today.

While we certainly support the development of an environmental education center in the Pinelands, our comments will focus on the Pinelands acquisition program which in our view is critical to the protection of rivers important to the State of New Jersey and to the nation. When originally passed the Pinelands Act comprised landmark legislation for river protection because it recognized the 1.3 million acre National Reserve as an ecosystem. Indeed the Pinelands Comprehensive Management Plan administered by the Pinelands Commission places a strong emphasis on the protection of riparian systems.

The Pinelands plan embodies a creative use of land use regulation and intergovernmental cooperation, combined with the use of funds for land acquisition only for the most critical or endangered sites. The January, 1987

Pinelands Commission report entitled, "Continuing The Pinelands Acquisition Program" calls for the completion of the Commission's 97,000 acre long range acquisition plan by acquiring an additional 30,000 acres. Two of the major projects in this completion plan would protect 19,350 acres of the Wading river and 8,200 acres of the Manumuskin river watersheds along with 7,000 acres of other land.

The Wading River watershed characterizes the essence of the central Pineland region's unique natural and cultural resources. The East Branch (Oswego River) and the West Branch of the Wading River are two of the most popular canoeing streams in the state and are among New Jersey's purest stream systems. Botanically, the watershed is rich in diversity, supporting a long list of rare plants and representative vegetative types. Among the latter are 12,000 acres of the unique Pine Plains (the Pinelands pygmy forest) and extensive Atlantic white cedar swamps. The acquisition of this 19,350 acres would complete a regional land use plan for the area an afford maximum protection to the rivers ecosystem.

The Wading River and other rivers in the Pinelands, notably the Mullica and the Batsto, were among the first ever to be identified under Section 5(d) of the Wild and Scenic Rivers Act to potentially qualify for inclusion in the national rivers system and thus merit further study. Indeed, the 1982 National Park Service Nationwide Rivers Inventory lists the Wading river and its tributaries as appearing to qualify for inclusion in the national rivers system as either wild or scenic river segments.

The Manumuskin River is one of two Pinelands streams identified as "pristine" in the Pinelands Comprehensive management plan. This river area also supports a variety of plant and animal life important to the Pinelands region. The Manumuskin River is a tributary of the Maurice River and along with the Maurice and the Menantico Creek, is currently under study by the National Park Service as a potential addition to the National Wild and Scenic Rivers System. The Wild and Scenic River study was authorized by Congress early this year and if these three rivers are found eligible for inclusion and are designated as components of the Wild and Scenic Rivers System they will greatly expand the representation of coastal plain streams in the national rivers system.

Mr. Chairman we believe the proposed appropriation of $21.2 million sought to be authorized by S.1165 would be an outstanding investment in the protection of critically important rivers. Moreover, we believe that the completion virtual completion of the Pinelands land acquisition plan is a singularly important event in the ten-year history of the Pinelands program because the intent of the Pinelands Act was and is to have effective partnerships among various levels of government and the private sector through which a variety of tools and a range of resource and financial commitments would protect a resource that could not otherwise be adequately protected.

Thank you Mr. Chairman and I will be pleased to respond to any questions.

Senator BRADLEY. Thank you very much, Ms. Wilkins, for your testimony.

Let me thank all the panel. I would like to ask each of you maybe one or two questions.

For Katie Anderson, is the state willing to commit to the costsharing arrangements in the legislation?

Ms. ANDERSON. Yes, they are.

Senator BRADLEY. Where will the costsharing funds come from? Do you know?

Ms. ANDERSON. Offhand, no, I do not know. I could submit the answer.

Senator BRADLEY. May I ask Mr. Moore? Where would he guess?

Mr. MOORE. Senator, normally the matching monies for section 502 have come from the state's Green Acres Program, which I know you are familiar with. It is a bond issue by the voters of the State of New Jersey to acquire areas of critical importance.

We also have other funding available which we have utilized from various sources of funds within the State of New Jersey to provide matching for these types of endeavors.

I think that the state's commitment is to provide that matching money.

Senator BRADLEY. Could you tell me, Mr. Moore, how important is the land acquisition program to the preservation and management of the national reserve?

Mr. MOORE. Senator, I think you have to view the Pinelands of New Jersey as those of us who are very familiar with it do. This is 22 percent of the State of New Jersey's land area. It is the largest body of open space between Richmond, Virginia and Boston, Massachusetts. Most importantly of all, perhaps, it is smack dab in New Jersey, the most urbanized state in this Nation.

The acquisition program has been ongoing. The intent is to buy the most critical environmental properties. There are thousands of acres of those properties remaining.

I think another issue of great importance is the nature of the Pinelands National Reserve. It depends, as you know, Senator, on a regulatory process coupled with an acquisition program.

I think anyone who is familiar with this effort would have to agree that the great important part of this program is to insure the permanence of this effort. The best way to insure the permanence of this effort is by placing certain of those lands, as much as we possibly can, under public ownership.

Senator BRADLEY. Just let me clarify for the record the Park Service testimony today, as I stated, was inadequate, but it was also erroneous, which is the point that you are making. I think you made it quite clear that if it was not permitted to acquire land in the manner specified by the legislation after a management plan was adopted, then the Federal Government had violated the law in the last several years when we spent several million dollars to acquire land.

Is that not correct?

Mr. MOORE. That is correct. There are two sections.

Senator BRADLEY. So essentially, you simply confirmed that the Park Service did not know what it was talking about when it came before the committee today?

Mr. MOORE. Not being the one to say that about my Federal partners, Senator, I will offer the fact that there are two sections of that particular provision of the National Parks and Recreation Act. One does include a provision where funds can be expended during the planning period.

The plan itself, however, was to delineate the lands to be acquired after the plan was completed and the remaining funds were available for that purpose.

Senator BRADLEY. The funds have been expended for that purpose?

Mr. MOORE. In a manner which has enabled us to preserve 67,000 acres of very critical habit in the Pinelands

Senator BRADLEY. Mr. Schenck, you have had a number of very interesting suggestions, I will have to say, and I think that they bear a very close look, the conservation easements and the land swaps.

I am just curious. From Mr. Moore's perspective, have you considered creating any kind of land swaps or exchanges in the critical areas?

Mr. MOORE. I just also received Mr. Schenck's testimony before this hearing, Senator. Let me address the issue on conservation easements first because there is a solicitor's opinion in the National Park Service, the Department of the Interior, that 502 funds can be used for the purchase of easements and, indeed, our transfer of rights development program.

The issue of landswapping I think we have to take a little closer look at, mainly because, as I understand the proposal very briefly, it is swapping state lands, and certain of those state lands are encumbered either by bond issue, legal requirements, or by the use of Federal money, land and water particularly, which would preclude that particular type of use on those state-owned lands.

I think the issue of landswapping itself through some mechanism is certainly very worthy to look at, and I had indicated to Mr. Schenck that we would be happy to do so.

If I may just say, Senator, and then I will stop, I think you will also see some new proposals emanating from the State of New Jersey that may address some concerns that Mr. Schenck may have with regard to assistance to certain of the property owners within the Pinelands.

I am not at liberty to discuss those at this point in time because the sponsor has not enabled me to do that, but there are some things coming down the line that I think they may find to be helpful.

Senator BRADLEY. One last question for you, Mr. Moore. There are a lot of complaints from property owners in the Pinelands frequently about trespass.

My question is do you think if there was a visitor center that was centrally located that there would be less of that problem because people would know where to go and would have information related to the trespass, would have information related to where they should go in the Pinelands as opposed to simply walking onto private property?

Mr. MOORE. I think the unique part of the Pinelands effort is that we do have a relationship with private land holdings. We are

not just a national park. We do not have just public land within this area.

Trespassing has traditionally been a problem, and as the Pinelands has become more well known, it has become even more of a problem. A central focus for visitation would be very helpful. I think part of the interpretive study and the interpretation of the Pinelands itself is not just the recognition of its environmental sensitivity.

It also includes recognition that this is private property and that those issues have to be treated very carefully. We do not have the ability to do that because we do not have a central focus for visitation, nor do we have an interpretive program that really enables everyone who comes to the Pinelands to understand what this particular area is really about. I think that would be a very helpful aspect of that center.

Senator BRADLEY. Senator Murkowski, do you have any comments?

Senator MURKOWSKI. Thank you, Mr. Chairman.

I am just curious about the merits of the exchange of land. I gather there are substantial inholdings in the area that you are considering, and the idea of this exchange as far as an equitable exchange would depend on a valuation being set on the proposed area outside as opposed to the value of the inholdings.

Would that not, indeed, be a viable alternative for you to pursue?

Mr. MOORE. It would, Senator, if the state lands themselves were able to be used for such a purpose. The answer to that question we do not quite have at this point in time.

Senator MURKOWSKI. In other words, the state has not addressed its willingness to consider being a part of that exchange?

Mr. MOORE. This is a proposal that came to my attention at approximately 1:15 this afternoon, Senator. I think we would like very much to take a look at it and to see how legally and technically that proposal might work.

Senator MURKOWSKI. As the Chairman knows, exchanges are from time to time presented before this committee on the merits, and we would be very interested in knowing the attitude of the State of New Jersey from the standpoint of the viability and equity associated with the exchange.

It seems to me that it has some merit in achieving your objective.

Mr. MOORE. I would just like to point out, Senator, that nearly two-thirds of the Pinelands National Reserve is privately owned, and one-third is publicly owned. So there is a problem with the numbers that are involved here.

Senator MURKOWSKI. There are always problems.

Mr. MOORE. There are always problems.

Senator BRADLEY. Let me thank the panel very much for your testimony. I think it was very helpful, and I appreciate your taking the time to be here today.

Thank you very much.

Our next panel consists of Jean Kortum, San Francisco, California; William Whalen, National Maritime Museum Association; and Peter Stanford, President, National Maritime Historical Society.

Let me welcome all panel members to the committee. You are here today to testify on H.R. 1044. Please try to limit your remarks to five minutes.

You may begin, and let us begin with Jean Kortum, followed by William Whalen.

Thank you.

Senator MURKOWSKI. The Chairman will be gone for two minutes, and while he is gone we can really get something done. [Laughter.]

STATEMENT OF JEAN KORTUM, SAN FRANCISCO, CA

Ms. KORTUM. Mr. Absent Chairman and Mr. Senator, my name is Jean Kortum. I am a resident of San Francisco and am testifying as a private citizen. I have submitted five pages of testimony which I dare say is quite a bit longer than three minutes. So I am going to just simply skim over the highlights of my testimony.

I have been intimately associated with the Maritime Museum for almost 37 years. That is longer than anybody else in this room and longer than most people in this country. I first volunteered there in 1951 before the museum opened its doors to the public and was on the payroll until 1955, when the museum for the first time with the acquisition and restoration of the sailing ship *Balclutha* had a reliable source of income.

The Maritime Museum complex was first proposed by my husband, Karl, in 1949, and I have several paragraphs describing the evolution of the project and also the physical plan. It is always unclear to someone whether Senators have been in San Francisco.

Senator MURKOWSKI [presiding]. I have seen your museum.

Ms. KORTUM. The whole Fisherman's Wharf area, including the *Balclutha?*

Senator MURKOWSKI. Yes.

Ms. KORTUM. Okay, good.

Senator MURKOWSKI. It is very impressive.

Ms. KORTUM. In that case, I can skip a page and a half of description.

Senator MURKOWSKI. The only suggestion I would make is that you rename the *Balclutha* the *Star of India* or the *Star of Alaska* or whatever.

Ms. KORTUM. You cannot do that. *Balclutha* was her original name. She was launched in 1887, and she was restored back to that. She was the *Star of Alaska*. You are perfectly correct.

Senator MURKOWSKI. Well, for whatever that is worth as I pass the gavel back.

Ms. KORTUM. I have also described in the written testimony the support that this museum had throughout the years from the body politic of San Francisco and from the community itself. I can only hope that you will read that, and I will not go into it.

I have also included and would like to submit into the record some written descriptions and backup material.

Senator BRADLEY [presiding]. They will be submitted to the record in full.

Ms. KORTUM. This is in addition to what there already is. It is this little pile here, and it has my name on it so you cannot get it mixed up.

The National Park Service took over the museum complex about a decade ago under legislation for the Golden Gate National Recreation Area introduced by your late colleague, Phil Burton.

At that time, the National Park Service put its administrators on top of a skilled museum and historic ship, wooden historic ship for the most part, staff. This is where many of the problems arose. Those administrators—in other words, the bureaucracy—were not and are not experts in museums, wooden ship restoration, ships in general or maritime matters. That is where a problem has occurred with out institution out there in San Francisco.

The amended version of H.R. 1044 that is before you today demonstrates the problems of park bureaucracy in charge of a museum. The original version of H.R. 1044, written in San Francisco, was not perfect, but it was not too far off the mark. At that time, the language at least included the word "museum."

After the House hearings, however, the Park Service apparently hijacked the bill. The word "museum" was preempted by the word "park" because, according to testimony by the Park Service Deputy Director, the Park Service administers parks, not museums.

The fact is, however, that the Park Service out there in San Francisco, whether it likes it or not and whether it has any appreciation for a museum's "significance and nature," to quote their words, has a museum, not a park.

I would urge the following amendments to H.R. 1044. Unless the bill is drastically amended to bring it more into conformity with the way it was before the House subcommittee hearings and with input from a museum-knowledgeable author, of which you have many on the East Coast, I think that it would be a mistake for Congress to pass the bill in its present form.

I am now going to skip down to page 3 and quickly go over the highlights of my suggested amendments.

One, the restoration of the word "museum" not only in the title but throughout the text of the bill.

Two, the restoration of language in the original bill stricken from the amended version which defines the functions of a museum. This is a fairly long paragraph, and I will only give you an idea of how it goes. "Administer the museum as a distinguished and scholarly institution"—"distinguished and scholarly" have been dropped from the version that you have before you now—"and in such a manner as to preserve and perpetuate the knowledge and understanding of the history of America as a maritime nation, to maintain in seaworthy condition and seamanlike fashion the vessels of the museum."

It goes on. This original language continues through scholarly research, preservation, maritime preservation, archeology, and then ends in general language.

That language is not perfect, but it is better than the way it is now because that kind of language has completely been stricken from this version of the bill.

In general, the language in the amended bill is static. It is housekeeping, making a list of "park collections"; "plans for the proper

care, exhibition and storage of the park collections"; "for the interpretation of the historic vessels and park collections." These functions are all givens in the museum world. They are the equivalent of washing the dishes. You do not mention them.

In fact, among professional museum people, such things as the care or conservation, which is a museum term, or storage of the collections are considered support activities of a ranking secondary to the curatorial or real museum activities. Yet, the point is that in this amended version of the bill, this kind of a function, washing the dishes function, is about all that remains in the written bill.

Senator BRADLEY. Ms. Kortum, could you move faster?

Ms. KORTUM. I will quickly do that.

The Haslett Warehouse should be on the map as well as in the bill itself for use as a museum, and I have described part of the civic brouhaha that we have had recently over that.

Four, Building E should be included specifically in the bill and on that map. Again, I would refer you to the written language. I think the Park Service, which apparently intends to move the support services into the Haslett Warehouse, does not realize that that might not even fly in San Francisco under our master plan.

My point five would require that the historic vessels be restored, not just maintained as they are now. They are rapidly going downhill and should be brought back to some condition where they can be saved.

Six, my final point, is that the advisory commission suggested in the legislation is a weak commission. It is a Park Service commission. Advisory commissions under the Park Service do very little more than give advice which may or may not be taken, and I would urge that a real board of directors, by an act of Congress if necessary, be established to guide the direction of this museum. All museums have boards of directors.

[The prepared statement and additional material submitted by Ms. Kortum follows:]

My name is Jean Kortum. I am a resident of San Francisco, and am testifying as a private citizen.

I have been intimately associated with the Maritime Museum for almost 37 years. I first volunteered there in 1951 before the Museum opened its doors to the public in May of that year, and was on the payroll until 1955.

The Maritime Museum complex was first proposed by my husband Karl in 1949. That proposal included the creation of the museum itself, the preservation and display of the square rigged sailing ship BALCLUTHA, the historic vessels at the Hyde Street Pier, the Pier itself to be designed to recall the working piers of the period of significance of the vessels, the Victorian Park with the Hyde Street cable car extended into it, the Haslett Warehouse as a museum, the preservation of the buildings across from Victorian Park, at least one of which is from the 1860s, very early for San Francisco.

Through the decades from opening of the museum in 1951 until the National Park Service took over the complex about a decade ago, the small private historical society that was the Maritime Museum, living off the earnings of the BALCLUTHA, managed to bring into actuality most of my husband's 1949 proposal. Still missing is the recreation of a working pier at the Hyde Street Pier and the creation of a museum in the Haslett Warehouse, both first under State, then Federal ownership. Private enterprise preserved most of the buildings surrounding the complex, including the preservation and reuse of Ghirardelli Square by William Matson Roth. The State of California, as part of San Francisco's share of the Tidelands Oil money, saved and restored most of the historic fleet at the Hyde Street Pier, purchased the Haslett Warehouse, and created the Victorian Park. The State did so under persuasion from the Museum itself, and under direction of the museum, ranging from the selection of the historic vessels to the design of the Victorian Park, down to every bench and lamp post.

Supporting this effort through the years was the community of San Francisco: to begin with, the four newspapers that San Francisco had at the time, the Mayor and the Board of Supervisors. The museum itself was created with volunteer labor and cash donations from the community. (There was never, as in other San Francisco museums, an "angel.") The restoration and display of the BALCLUTHA was accomplished through the finest cooperative effort of maritime labor and management our city has ever seen. Skilled labor union members--riggers, ship fitters, welders, machinists, crane operators, laborers, carpenters, sheet metal workers, etc.--donated their services on weekends for roughly a year. Until the National Park Service took over, the ticket booth of the BALCLUTHA was the sole source of income for the museum.

Distinguished San Francisco persons played key roles: Scott Newhall, editor of the San Francisco Chronicle, Harry Lundeberg

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of the Sailor's Union of the Pacific, John Cushing and Hugh Gallagher of Matson Navigation Co., Alma Spreckels, later your own esteemed colleaque Congressman Phil Burton, and many others too numerous to mention.

I include as part of my testimony a copy of the first chapter of the book "Historic Ships of San Francisco" by Steven Levingston, which is a useful description of the museum's origins. Also, in view of the nationally reported shabby treatment of my husband, a founder of the museum and its director through three decades, by the National Park Service, I include commendations of his work by the San Francisco Convention and Visitors Bureau, the California Historical Society, the Conservator of the Deutsches Shiffahrtsmuseum in Bremerhaven, Walter Muir Whitehill, the Director of the Boston Athanaeum, as well as articles in California Magazine and the Christian Science Monitor. I will supply the articles describing the shabby treatment I've referred to upon request. (I have not attempted to make sufficient numbers of copies of the above articles, but am submitting them to you, Mr. Chairman, and would request that they be made part of the record.)

By the time the National Park Service took over the museum about a decade ago, it enjoyed an international reputation for scholarship, collecting and dissimination of material. The museum complex, including the private areas, was called "the most outstanding waterfront development in the country" by the Dow-Jones newspaper. The area was considered a model for other cities and other countries; my husband was called in as consultant to New York City, Philadelphia, Honolulu, Seattle, San Diego, Portsmouth, New Hampshire, Sydney and Melbourne, Australia; he initiated the saving of the square rigged ships GREAT BRITAIN in Bristol, England, FALLS OF CLYDE in Honolulu, WAVERTREE in New York, ELISSA in Galveston. When the Park Service acquired the museum, the Chief Historian for the National Park Service referred to what the museum had gathered under my husband's direction as an "awesome collection."

The National Park Service took over the museum complex about a decade ago as part of Phil Burton's Golden Gate Recreation Area. The Park Service put its administrators (the bureaucracy) on top of the skilled and dedicated staff of the museum and the historic ships. This layering is where problems began to arise. The Park administrators are not museum or ship people; yet it is they who are in charge of management decisions, budgets and money requests to Congress.

The amended version of HR 1044 that is before you today demonstrates the problems of Park bureaucracy in charge of a museum. The original version of HR 1044 (written in San Francisco) was not perfect but was not too far off the mark. At that time the language at least included the word "museum." But

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after the House hearings, the Park Service apparently high-jacked the bill. The word "museum" was preempted by the word "park" because, according to testimony by the Park Service Deputy Director, the Park Service administers "parks," not "museums." Or in the words of the "background" to HR 1044 (which is historically inaccurate in regard to the museum), the name change to "park" is "to reflect its significance and nature"--whatever that means.

However, the fact is that the Park Service, whether it likes it or not (and whether it has any appreciation for a museum's "significance and nature") has a museum--not a park.

I would urge the following amendments to HR 1044. I would like to make it very clear however that I am not opposed to the bill in principle. The concept of the museum complex as a separate budget item is good. But this clear and useful idea has been loaded up in this bill with un-museum-like baggage. It codifies custodial care for what the Park Service thinks it has--a park, to be administered in the same way as any scenic trail in the country--rather than what it actually has: a museum. I urge that amendments to this bill be written in consultation with a knowledgable and creative museum person (there are many such people in the United States) with knowledge of the difference between a visitors center and a museum.

1. The restoration of the word "museum," not only in the title but also throughout the text of the bill.

2. The restoration of language in the original bill but stricken from the amended version which defines the functions of a museum:

> ... administer the museum as a distinguished and scholarly institution and in such a manner as to preserve and perpetuate the knowledge and understanding of the history of America as a maritime nation, to maintain in seaworthy condition and in a seamanlike fashion the vessels of the museum, to assure the continued recording of the seafaring history of the Nation, to assist scholarly research, to encourage the preservation of and study of national maritime history and resources, to coordinate the maritime preservation and archeology initiatives of the service, and to assist others in the worthwhile endeavors ... to the end that the importance both in the past and in the future of the seafarers and their unions and the maritime industry shall be readily evident to the citizens of this Nation, and foremost to provide for public understanding and enjoyment of maritime history.

Now, that language isn't perfect. You'll note that it reads "to assist" in scholarly research, not to do what all museums do: "engage" in scholarly research. But we've lost so much between

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the original version of the bill and the amended version, that I won't make a further issue of it.

In general, the language in the amended bill is static; it is house-keeping: making a list of "park collections," plans for "the proper care, exhibition and storage of the park collections," "for the interpretation of the historic vessels and park collections ..." These functions are all givens in the museum world; they are equivalent to such routine chores as washing the dishes. In fact, among professional museum people, such things as the care, or conservation, or storage of the collections are considered "support" activities, of a ranking secondary to the curatorial, or "real" museum activities. Nowhere in the amended version are there any provisions for what makes a museum a lively and contributing cultural institution: research, publication, scholarly activities, expeditions, collecting, etc.

3. The Haslett Warehouse should be <u>on the map</u> as well as in the bill itself for use as a museum. About a year ago the Park Service proposed that the Haslett Warehouse be leased for private commercial uses. This proposal was so soundly opposed by the community of San Francisco in public hearings (unanimous opposition by the Board of Supervisors, by virtually every elected official, by City Planning, by neighborhood and historical groups, political clubs, the ILWU, etc.) that the Golden Gate National Recreation Area now realizes, if Washington does not, that the use of the building for museum purposes is the only option that's going to work in our city. It cost the Park Service--and the taxpayers--about a half a million wasted dollars to learn what any San Franciscan could have told them gratis.

4. Include Building E specifically in the bill and on the map. The language of the amendment (Sec. 2, c) appears to locate all functions of the museum within the confines of the area of the map itself, including "libraries, historic documents, equipment and marine artifacts." I assume this would be in the Haslett Warehouse if that building eventually were to be included in the boundaries. Such non-public space for support activities, in contrast to displays for the public's education and pleasure, can eat up to one half of a museum building.

The libary, storage, etc. of the museum are presently located in Building E at Fort Mason, upgraded for those purposes (including climate control) at a cost to the taxpayers of about a million dollars. Abandoning Building E makes no fiscal or physical sense. As a policy decision, it has had no public review at all. Furthermore, the location of "non public" uses, such as storage, etc., within a cultural edifice would probably be contrary to San Francisco's Master Plan, and resisted by this city in another civic brouhaha. The Recreation and Open Space Element of the Master Plan, dealing with "... cultural buildings in parks ...,"

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reads: "Alternative locations for non-publicly accessible functions should be carefully explored." Although this section of the Master Plan refers to additions to buildings, the fact that Building E already exists and is already two-thirds used for functions largely inaccessible to the public, would make it highly unlikely that San Francisco would look with favor on closing off up to half of the Haslett to public enjoyment.

5. The bill should protect the historic fleet of ships by including language that the vessels must be kept in a seamanlike condition. These vessels are unique; their kind no longer exists on the face of the earth. The language in the amended version calls only for "plans" for the preservation of each vessel, including "facilities" for docking and ship repair. Deleted is a requirement for "Cultural and natural resource management plans including a restoration and maintenance plan for each vessel of the historic fleet ..." It is significant that "restoration" has been deleted, and that only "maintenance" remains.

Three of the vessels should be kept in, or restored to, working condition: the EPPLETON HALL, HERCULES, and ALMA. These vessels have all operated at one time or another on San Francisco Bay.

6. The Advisory Commission described in the amended version should be changed (by an Act of Congress if needs be) to a real Board of Directors, such as every major museum in the country has. It should have real impact on decision making, ranging from collections, to personnel, to budgets, to policy decisions. It should be empowered to do more than "advise" on the "management and development" of the museum complex. "Advise" is a Park Service word, as in "Advisory Commission." What that means is that the bureaucracy will do what it wants to, regardless of the advice. I refer you to a recent lead article in the July, 1987 issue of the Atlantic Monthly entitled "Can We Save Our National Parks?" It spells out very clearly where the Park Service is going wrong.

The reason that museums have Boards of Directors is that decision making in museums can be highly subjective--is it better this year to buy a Rembrandt? or a Van Gogh? In the business world the bottom line is the balance sheet and you know where you stand, but it's seldom that clear in the museum world.

This Board of Directors should have adequate representation from the body politic of San Francisco. The amended version of HR 1044, dealing with an Advisory Commission, is better than the original in one way: it gives our Mayor the privilege of making two, instead of zero, recommendations. But even this still does not adequately represent the role this city, San Francisco, played in founding and developing this institution.

October, 1987

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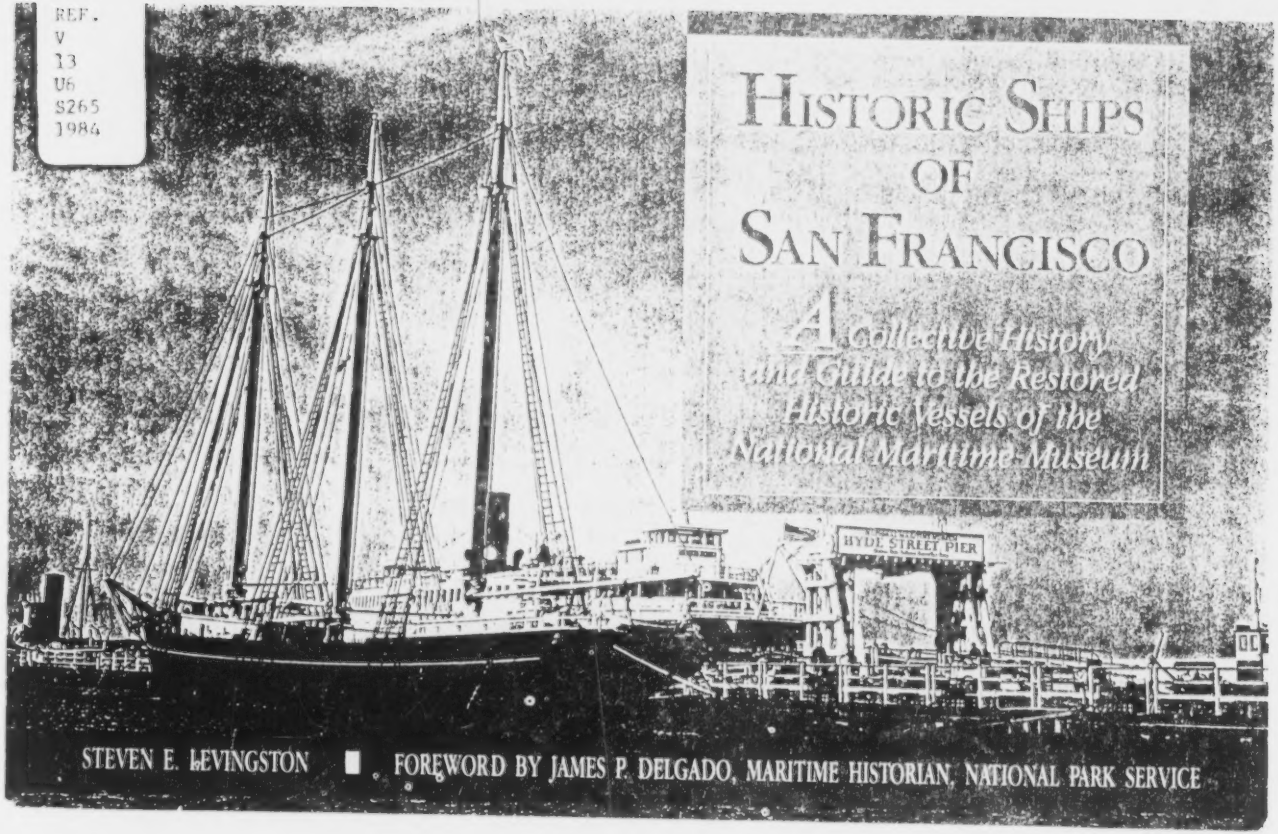

HISTORIC SHIPS OF SAN FRANCISCO

A Collective History and Guide to the Restored Historic Vessels of the National Maritime Museum

124

STEVEN E. LEVINGSTON

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1. Creation of the Maritime Museum and Acquisition of Balclutha

ALL EYES FOCUSED ON CLARENCE LINDNER, publisher of the *San Francisco Examiner*. Lunch at the posh Bohemian Club was winding down, and it was time for a decision. Would he join the city's other newspaper executives and throw his weight behind a proposed maritime museum for San Francisco?

No one was more eager for his support than a top *Chronicle* editor named Scott Newhall, who had assembled the publishers on this overcast Friday in September 1949. He had taken on the museum drive six months before as a personal crusade. Now the entire project seemed to hang in the balance.

Lindner had already written once to Newhall rejecting the plan outright, favoring instead a port project. "Money, brains and effort of the community should go toward bringing the port back into shape before that passes into history," the *Examiner* chief said. But Newhall knew what lay at the root of Lindner's opposition. Mrs. Alma de Brettville Spreckels, contentious wife of the late sugar baron Adolph Spreckels, had written to the publisher to promote her own Museum of Science and Industry, an institution she was struggling to launch; few people had heard of it, no one had seen it. Yet Mrs. Spreckels asked for support in locating a place to house her maritime collection of artifacts

Tugs escort Balclutha *under the Bay Bridge in 1955 to her new berth at Fisherman's Wharf.*

and ship models. Lindner mistook her efforts for those Newhall was spearheading. "Additionally," he wrote, "my friend Mrs. Spreckels seems to have taken over the project. Her letter to sundry citizens indicates you are her 'appanage' in it. I am cool to her promotion of a Museum of Science and Industry, and don't feel like putting time, effort and money into this one."

To succeed, the project needed the backing of all four San Francisco newspapers; there was no room for carping and divisiveness. With a united front, Newhall figured, the proposal would blow like a juggernaut up the steps of City Hall, where the mayor would offer his stamp of approval or face a scolding in the press.

After failing to reach Lindner by phone for two days, Newhall hired a courier to deliver a written clarification to the publisher's door. His letter began on a note of frustration—"I am very disappointed that you are not warmer toward this project at this time"—and moved on to outline the plan, emphasizing its historical significance for San Francisco and the opportunity for national publicity, tourist appeal and civic unity. "This project is for San Francisco," Newhall wrote, "and needs the participation of a great many people. Mrs. Spreckels should certainly be one of those people." But she was not going to dominate, Newhall assured. "We want this to be a community project, and not the special platform of the *Chronicle*, or of Mrs. Spreckels, or of anyone else." In closing, Newhall asked Lindner to join the other publishers for lunch the following day. Lindner telephoned to accept, saying inscrutably "I'll be at the luncheon, kid" and abruptly hanging up.

Getting Lindner to attend was one thing; getting his vote was quite another. Over lunch, Lindner revived the issue of Mrs. Spreckels and her Museum of Science and Industry. He dismissed her entire collection as "a pile of crap," at which point Newhall leapt in to reaffirm the strict limitations to be imposed on Mrs. Spreckels' influence. This was not to be a tea-drinking social society but a serious institution dedicated to maritime history and scholarship.

Newhall's two young workhorses, the men whose legwork had brought the project this far, presented the plan in detail. Karl Kortum, an imaginative Petaluma country boy with a passion for ships, described the proposed exhibits for the Maritime Museum and pointed out where and how a collection of restored historic ships was to be docked nearby at Aquatic Park. David Nelson, a quick-witted *Chronicle* reporter with political savvy gained from studies at the Coro Foundation, explained the plan's schedule and required costs and personnel. As a team, the two young men were an ideal match, their skills dovetailing. Kortum was a

A meeting of the Ship Committee, 1953 — Max Lembke (from right), David Nelson, Bill Mills, and Scott Newhall at Newhall's Chronicle office work on how to buy Balclutha.

born strategist, he dreamed and plotted on a grand scale, but he was rather slow on his feet and sometimes gruff and stubborn. Nelson was a natural tactician, likable and confident, possessing an exceptional ability to weave successfully through the labyrinths of city hall and business. At the *Chronicle* offices, before Nelson set off on his appointed rounds of the influential, the two would simulate likely encounters, with Kortum playing the unbending politician or corporate executive and Nelson as himself struggling to bring the reluctant into line. The exercise helped Nelson to anticipate some tough questions and to have cogent responses at hand. Such preparation and dynamic execution induced state park commissioners, shipping leaders, waterfront union bosses and wealthy patrons to lend their names and prestige to the project by signing on to the museum's board of trustees. To add the promise of success, only one city newspaper still needed to be wooed.

As the luncheon meeting drew to a close the time arrived for a roll call, the moment of reckoning. As expected, voices of approval came from Joe Cauthorn, publisher of the *San Francisco Daily News*, Randolph Hearst, of the *Call-Bulletin*, and Newhall, who represented Paul Smith, publisher of the *Chronicle*. There was nothing more to be said; the others waited on Lindner, and when he opened his mouth it was to announce that the city's newspapers were from that moment unanimous. "I looked around this charming little room," Kortum noted in his diary, "and realized that the neglected old windjammers were going to finally have their day—we were past the last hurdle." But the euphoria was fleeting. "Back at the office," he added, "there was a relaxed, almost letdown feeling. We had done it, but were too enmeshed in the techniques of the fight to really realize it."

For Karl Kortum the fight had begun more than a decade before. As early as 1937, at age 20, Kortum was pushing for historic ship preservation. He noted in his diary on July 19, 1937 that the organizers of the 1939 Golden Gate International Exposition on Treasure Island ought to restore the downeaster *St. Paul* and set her up as an exhibition. He even went so far as to write a six-page exhortation to the fair's director. When he visited the exposition's maritime exhibit in 1939, however, he found only a display of ship models and went home sadly disappointed. On March 1, 1939 he confided to his diary:

> My idea for an exposition here would be less plaster and land structures and instead a lagoon running into the heart of the island with a dozen historic ship types anchored in San Francisco Bay with scow schooners running expeditions in amongst the mighty windships, and each day the majestic ceremony of a little paddle wheel tug passing her line aboard a different ship, the crew manning the capstan with a chantey sung out (by broadcast) across the waters, the anchor slowly rising to the hawse pipe and the ship getting under way and being towed in to a replica of a picturesque old "Frisco dock."

An extravagant dream, perhaps; born of the writer's youthful exuberance. But it contained the seed of what was to become a reality along San Francisco's north waterfront. Today, there are indeed the mighty windships docked along the pier; there is a scow schooner as well, and even a little paddle-wheel tug.

Kortum waited nearly ten years before launching a serious campaign. It had occurred to him that his imagined lagoon already existed at Aquatic Park, and nearby on shore was a marvelous three-story WPA structure built as a fun house and casino but perfectly suited for use as a museum. Certainly, the lagoon needed only a few proud windjammers and the abandoned casino a few ship models and paintings to revitalize the entire Aquatic Park area.

It was in order to convey this notion that Kortum landed on the doorstep of the Spreckels mansion in 1948. He had roped his buddy Jimmy Walpole into coming along, and between the two of them they'd get inside and fill Mrs. Spreckels' ear with the romance of a maritime park. Walpole and Kortum had sailed together aboard the bark *Kaiulani,* rounding Cape Horn with a cargo of lumber in 1941. Walpole's easy, winning style would get them through the door; "he was the nicest, most amiable man I ever met in my life," Kortum remembers. And Kortum's nautical expertise would take over from there.

Mrs. Spreckels had been chosen because of her demonstrated interest in establishing a maritime museum. There had been safeguarding efforts, however, preceding hers. In 1925, Edward S. Clark and William F. Breeze, devoted scholars and collectors, founded the Pacific Model Society to encourage preservation of Pacific Coast maritime lore.

By the middle of the 1930s the organization had become the Pacific Marine Research Society and had expanded to embrace all historical maritime matters. Its members included David Dickie, of the famous local shipbuilding family; Henry Rusk, marine artist and curator at the de Young Museum; Bill Muir, scion of the shipsmith firm Muir & Simon; and J. Porter Shaw, collector and marine antiquarian, whose name would later be attached to the maritime museum's library.

In early days, Kortum and his wife, Jean, were the only staff members. Now there are more than fifty.

The young Kortum and his friend Jack Eatherton used to hitchhike from Petaluma to attend the society's meetings at the Bellevue Hotel and El Jardin restaurant. Harry Dring, who was to become a noted ship preservationist and the driving force behind the rescue of the steam tug *Hercules,* used to buzz over from Oakland on his motorcycle.

Bill Dodge (right), who organized the volunteer rigging gang, lays aloft on the topmast shrouds with Chandler Raymond (center) and Johnny Grueland.

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Edward Clark's persistence with the project was partially rewarded in 1939 when he was asked to assemble a maritime exhibit for the Golden Gate International Exposition on Treasure Island. Clark responded by persuading local collectors and steamship companies to provide ship models and artifacts. Later, he invited Mrs. Spreckels out to Treasure Island to see the exhibit; it sparked her enthusiasm and she began to take over the museum drive. She paid the bills for removing the collection when the exposition ended and kept many of the pieces together. In time, Clark was eased out, and Mrs. Spreckels invented her letterhead organization, the Museum of Science and Industry.

Relying on the grande dame's growing commitment, Kortum punched the front doorbell of her mansion. A mechanical buzzing noise then prompted Walpole to shove the door open, causing daylight to slant into a broad, funereal hallway. The men tiptoed forward like a pair of second-story men, Walpole's shirttail straying below the lining of his sports jacket. At the far end was a sight to widen Kortum's farm-boy eyes; here was something he had never seen in someone's home: a private elevator.

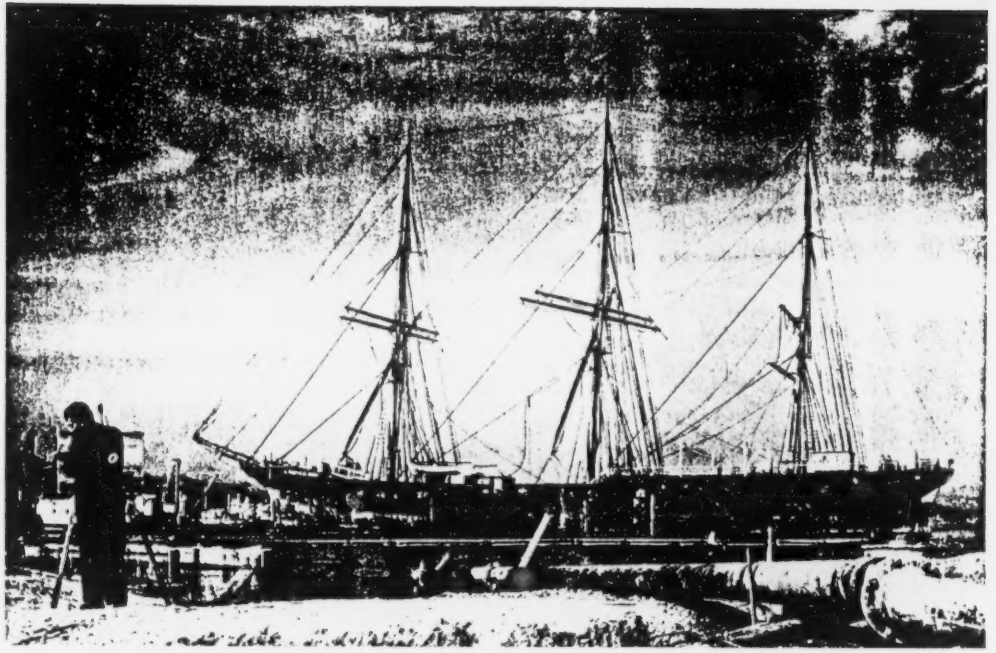
They rode to the second floor, where they were intercepted by Jean Scott Frickelton, Mrs. Spreckels' paid companion and publicist. She made no attempt to conceal her alarm and interrogated fiercely: Who were they? What did they want? Didn't they know this was a private residence? Jimmy Walpole fielded the inquiries like a campaigning congressman. Gradually the flush left the woman's face and she consented to escort them to the Italian Room, where they'd find Mrs. Spreckels. "For second-story men," Kortum chuckled, reminiscing years later, "I guess promoting a square-rigged ship and a maritime museum sounded like an unusual line."

In the Italian Room, Mrs. Spreckels, nearing 70, sat upright with the comforts of her day-to-day life arranged before her; they included the telephone, her address book, several sharpened pencils and a writing tablet, assorted pills — red ones, blue ones, green ones — and within arm's reach a pitcher of martinis. She wore a black wrapper with a white feather boa draped around her neck. A diamond brooch sparkled at her breast like an exploding star. She looked every bit the grande dame propped up on her throne of red velour. But on her feet in roguish contrast were a pair of five-and-dime fuzzy-wuzzy bedroom slippers.

The Italian Room itself was like a venerable reading room: high carved ceiling, gaping fireplace. Against one wall stood two life-size statues of Nubian slaves brandishing spears; they were collared and chained to the wall. A grand piano decorated one corner but seemed shrunken, toylike, in the sweeping breadth of the room.

The character of Mrs. Alma Emma Le Normand de Bretteville Spreckels was as streaked with contradiction as the dime store slippers might suggest. At one moment she was the great philanthropist donating millions of dollars for a memorial to 3600 Californians who died in World War I; and her California Palace of the Legion of Honor is a splendid San Francisco treasure. At the next instant, however, she would arch her back and snarl when, for example, museum employees asked for $50 to buy baseball uniforms to join a local league. "Fifty dollars! Where do you expect me to get $50?" she was reported to have said. "You people have my skin. Now you want my guts!" As a youngster, she had had formal art training, even accepting an offer to pose for the statue of Victory that crowns the Spanish American war monument in Union Square. She was a California native but clung to her French ancestry, traced back to the French Revolution and Charlotte Corday, who murdered Marat in his bath.

Her importance as one of the founders of the Maritime Museum is undisputed; she joins Edward Clark, Kortum, Newhall and Nelson in that distinction. But the controversy over her character persists to this day. According to David Nelson, the one-time *Chronicle* reporter whose own role was instrumental, Mrs. Spreckels "was a strong-willed old lady who didn't like to be pushed around. Within her capability, within her understanding of how to help, she gave everything she had. A wonderful, wonderful regal lady." Kortum's view is less flattering. "She thought of herself as a character and a card," he said. "She grew up in the artistic society early in the century where people were unconventional and bohemian. A fairly statuesque babe. Her father was a machinist with the Fulton Iron Works. Adolph Spreckels, an heir to the sugar fortune, married her and from that point forward she had



A painter renders a deteriorated Balclutha *onto canvas at a time when she was run up on the Sausalito mud flats the year before the museum bought her.*

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money. But she was stingy. She had millions and you had to struggle to get $500 to buy a ship model."

At the time Kortum first faced Mrs. Spreckels, he had no idea what to expect. She listened attentively as he delivered his pitch. He had refined his concept into a standard proposal: use the Aquatic Park casino as a maritime museum and float the square-rigger *Star of Alaska,* originally known as *Balclu-*

tha, in the lagoon outside the casino's back door. Mrs. Spreckels showed stirrings of enthusiasm toward the idea of a museum but closed her ears entirely to the historic ship. To Kortum's mind, ship preservation formed the basis of the entire project. He intensified his bid, insisting he didn't want to create just another maritime museum but something different, something truly distinctive that would show the world San Francisco's great contribution to the history of the seven seas. The best approach, he concluded, was to float that square-rigger in the lagoon for everyone to see.

Kortum's rhetoric was to no avail. Something about the *Star of Alaska* had turned Mrs. Spreckels cold; she tired of listening and shortly Kortum and Walpole found themselves out on the street again. It was the start of a seven-year battle that pitched Mrs. Spreckels in direct opposition to *Balclutha*.

Kortum's next move was to fire off a letter to the mayor, this time enclosing a watercolor rendition of the proposed design for Aquatic Park painted by his Petaluma friend, Frank Eatherton. Mayor Elmer Robinson graciously replied that no city funds were available and referred the letter to the park commission.

Private entreaties apparently carried little weight. What the project needed was to rouse public attention. It was at this point that Kortum turned to Scott Newhall, the only man he knew who was in a position to spread the word. Newhall was editor of the *Chronicle*'s "This World" section and a particularly good bet. He had a keen interest in sailing, had even attempted an around-the-world voyage in a 42-foot ketch. The expedition had to be cut short, however, because skipper Newhall contracted a serious leg infection in Acapulco. He eventually lost the leg but none of his wanderlust. In 1970 he beat tremendous odds by successfully sailing the world's last paddle-wheel tug, the *Eppleton Hall*, from Newcastle upon Tyne in England to San Francisco. (The tug has taken its place among the fleet of historic ships at the Hyde Street Pier.) Kortum's petition could lean on a family connection as well. Newhall's brother, Hall, had sailed with Kortum in 1941 aboard the *Kaudani* on that last voyage of an American-built square-rigger around Cape Horn.

The entreaty Kortum penned on March 5, 1949 elicited enthusiasm far greater than he had ever expected; in fact, it altered the course of his life and launched his career. He first thanked the *Chronicle* for its help in defeating a proposed freeway through the Kortum farm, then moved on to the meat of his message. Kortum praised Newhall's recent review of a new book by Alan Villiers, adding: "it led me to think that you and the *Chronicle* might be interested in a project of waking San Francisco up to its sailing ship tradition that has haunted me for some ten years. Unless I am mistaken, it is the stuff

whereof a good newspaper campaign is made, and which, conversely needs a newspaper campaign—to put it over. The end result would be something to remind the city in very graphic fashion of how far-sighted your paper is, and it would continue to do so as the years roll by." The plan Kortum delivered in five single-spaced pages, an eloquent plea from the heart, served as the basis of what eventually came to life. He continued:

At the foot of Van Ness Avenue is one of the most pointless areas in San Francisco—Aquatic Park—and my proposal is to give it point by concentrating there the story of the city's great maritime past. At the present time the place has motif but no substance, it always reminds me of an empty stage. Well, the star of this show would be a full rigged ship out of San Francisco's past, yards braced square, black topsides, red boot topping. She would be moored to that little pier that curves out into the bay in front of the Aqua-

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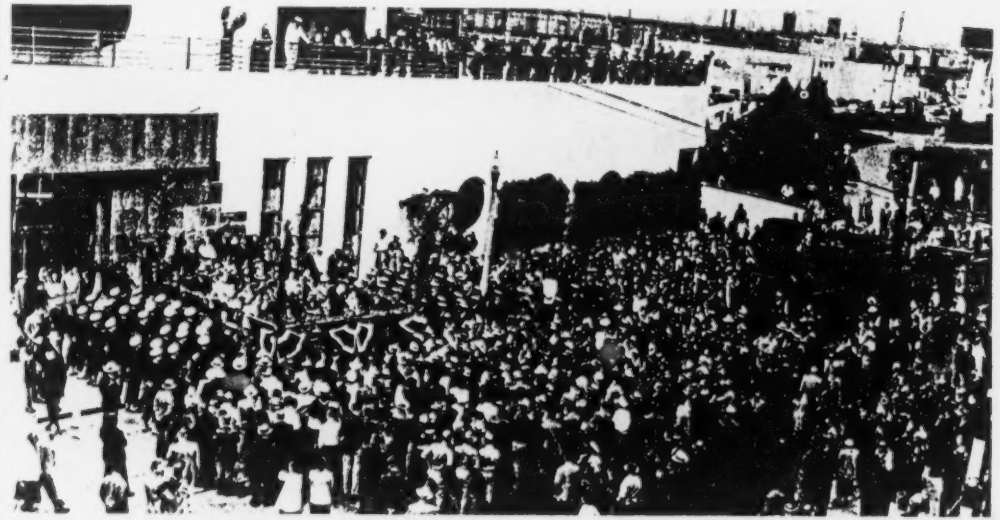


Maritime Museum opening day, May 28, 1951 — the mayor drove up to the speaker's platform aboard an ancient Virginia & Truckee locomotive.

tic Park casino and for a backdrop would have the bay itself, with steamships coming and going from the Golden Gate, and behind that again the full beauty of the Marin hills.

The Casino would be used as a marine museum, it is appropriately designed for that, but the square rigger itself would keynote the area. The ship that would fill the bill, in fact, the only full rigged merchant ship on the face of the earth — now that they have scrapped "Calbuco" in Italy — is the "Star of Alaska." She is down in Southern California waters now, and should be brought back home before it is too late. If any ship ever belonged to San Francisco, it is she — for twenty-six years it was the port of registry printed on her counter. . . .

This would be the start. A complete marine museum is sitting out on Treasure Island at the present time, and nobody knows about it, and if they do, they find it difficult to reach through Navy red tape. It is the collection of marine artifacts, models, and paintings made by Mrs. A. B. Spreckels, and contains such things as the twelve foot model of the five mast, full rigged ship "Preussen" made by Eric Swanson, and so perfect that it is more like a ship than a model. The figurehead of the "Davy Crockett" is there (one of the few clipper ship figureheads extant), as well as the fine figure of Mary, Queen of Scots which was originally on the bows of "Kenilworth." Mrs. Spreckels is dissatisfied with a collection like this being pigeon-holed out on the Island, and the public would be, too, if they knew about it. Particularly with a building like the Aquatic Park casino, right at the foot of Van Ness Avenue, lying empty and some two million dollars invested in the area producing no return, whatsoever. . . .

The park commissioners know nothing about ships and can only think in terms of bronze effigies and flower beds. They don't realize that a sailing ship, particularly the real thing, stirs the general public like nothing else. It does not take sailors to appreciate the beauty and romance implicit in a windjammer.

The color of San Francisco, to visitors, is epitomized by cable cars and her position as the city by the sea. And yet I doubt whether there is a duller waterfront — more thoroughly cemented up — in the whole of the United States. Fisherman's Wharf is the only break in the mass of concrete, and it smacks of boats, not ships and long voyages. The type of thing I am suggesting for Aquatic Park is just what the middle-western visitor expects of San Francisco, and I should think a shrine like this to the ships that built San Francisco should provide material for the Chamber of Commerce for years to come. Not to mention its attractiveness to artists and pictorial use that would be made of it for "Come to San Francisco!" ads in the Saturday Evening Post.

Kortum had been reading the *Saturday Evening Post*; in fact, he had been deriving inspiration from it. He interjected that his idea was not entirely original, but a San Francisco adaptation of a plan already implemented in Mystic, Connecticut. The *Saturday Evening Post* had reported on the successful restoration of the whaler *Charles W. Morgan* and training ship *Joseph Conrad*. And what stirred Kortum's imagination was that not only had two

Kortum was in charge of restoration; here he talks with a welder.

square-riggers been preserved, but they were floating in a specially created old-time-waterfront setting. Now, if any city should emulate Mystic, Kortum went on:

> it is San Francisco, the port that inspired the building of the Yankee clipper ships, that supported the magnificent "downeast" Cape Horners until the turn of the century, that sent whaling ships to the Arctic, sealing vessels to the Western Pacific, lumber schooners to the South Seas, and which, in the salmon packing fleet, had the last great gathering of sailing ships on the face of the earth.

Kortum emphasized the need to establish a West Coast institution for the research and study of local shipping history. But the mood had to be casual and open.

> Fortunately, a marine museum is free of the pedantry that sometimes makes other types of museums into institutions by and for experts, with an annoyed public looking in from the outside. At the Aquatic Park building you could muse over the cap iron from the bark "Gatherer," or the wheel from the downeaster "W. F. Babcock" and in a few steps be out on one of the railed balconies of the building looking at the blue waters of the bay where these vessels were once at home. The atmosphere would be of salt water and sea breezes.

He described various ships that might join the fleet and identified figureheads and bow sections for display. He ended on a gloomy note that carried an implied challenge to San Francisco.

> There is a characteristic phrase you keep hearing in San Francisco—"Yes, that came around the Horn in a sailing ship." It irritates me every time I hear it, because it is a reminder that the city by the Golden Gate has thoroughly botched the telling of a great story.

Where Kortum had run up against indifference before, he now won outright approval. His passion

and reason sparked something deep within the *Chronicle* editor, but Newhall on his own could go only so far. His immediate task was to interest *Chronicle* publisher Paul Smith; Newhall composed a temperate memo:

> Readers' ideas for civic projects are a nickel a dozen, I realize. Nevertheless, the enclosed letter outlines an idea which fascinates me so I'm taking the liberty of sending it to you for consideration. . . .
>
> It might fit in with your current activities in re-establishing national confidence in San Francisco's waterfront.
>
> The author is a stubborn and an enthusiastic young man. As you can see his one great passion is sailing. If anybody could put the program over he could.
>
> If you were to consider this project seriously I would be glad to contribute any excess energy I might have.

There was no predicting Paul Smith's reaction. He'd been branded brash and cocky by *Time* when he took over as editor-in-chief of the *Chronicle* in 1937. At the time he was only 26—in fact a boy wonder, the youngest editor of a metropolitan daily in the United States. He tried styling the *Chronicle* after *Time* and the *New York Times*, demanding sharper, broader writing and changing its format. He hired Herb Caen, only to watch him defect to the *Examiner* for more pay, taking a mass audience with him. Caen eventually returned and later wrote affectionately of Smith:

> Paul lived in the grand manner: driver, houseboy, cook, dinner party for 150. . . . He bought suits a dozen at a time, smoked incessantly, ate too little, slept even less, and was the single best drinker I have ever met—straight scotches, one upon the other, and keeping his head while all about him were falling on theirs, face down.

It took ten days, but Newhall's memo was finally returned from the publisher's office. A message scrawled across the bottom read:

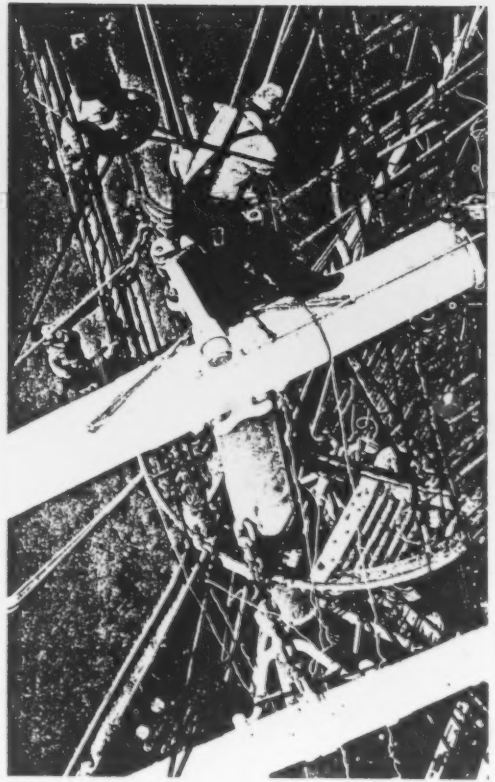
Scott—

I would like to talk to this fellow.

P.

Nearly two weeks later, Newhall received another memorandum, this one directing him to "work out a prospectus with Kortum for study and approval." The *Chronicle* was committed; shortly Smith vowed full support and participation.

From the time of Paul Smith's commitment *Chronicle* backing was so steady that, when business called Smith away just before the meeting at the Bohemian Club, Newhall himself was able to represent the paper's position. Following the successful luncheon, Newhall, Kortum and David Nelson made a call on San Francisco Mayor Elmer



Rolf Sollie makes his way up the topmast shrouds to join his mate hanging the lower topsail yard.

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Robinson. As Nelson recalls the December meeting, "there wasn't much to say, just: 'As you know, sir, the publishers of the four newspapers in this fair city. . . .' " The mayor rubbed his chin and scratched his head and said it all sounded very interesting; he'd put it on his reading stand and get to it when he could. But it must have slipped in front of the land acquisition papers he was studying, because on December 12, 1949 the *Chronicle* ran a front-page story headlined:

MARITIME MUSEUM — MAYOR SUGGESTS
HISTORIC SHIPS BE ENSHRINED HERE

As though the idea came to him one night in his sleep, the mayor kicked off a city-wide campaign and performed dutifully as chief spokesman. The project glided swiftly forward. On December 28 the San Francisco Board of Supervisors passed a resolution calling for a "living" museum at Aquatic Park. January saw the establishment of the San Francisco Maritime Museum Association. At the end of April the newspapers published an artist's rendering of the proposed park, and in September the Museum Association leased the former casino from the city for $1 per year.

A battery of volunteers working day and night for eight months prepared the casino and installed the exhibits; and when the West Coast's first mari-

time museum opened in May 1951 it was hailed as a great contribution to the city and to the study of maritime history. One figure notable by her absence at the gala opening was Mrs. Spreckels. She had disapproved of Karl Kortum's imaginative display techniques and, hissing that "anchors belong outdoors!" she fled to Europe. She returned late in the summer, observed the museum's success and threw a large press party.

Operating funds trickled in from the donation box, steamship companies, the city, and members of the museum board of directors, including Mrs. Spreckels. Kortum was installed as curator but worked at everything from custodian to publicist. His salary, $150 per month, was donated by Mrs. Spreckels for nine months. It was welcome financial relief. Kortum had been supporting himself for nearly three years on his own savings. Mrs. Spreckels also provided him with free housing, first in her basement and then in the chauffeur's quarters. In January 1952 the city finally found funds to put the curator on the municipal payroll.

Having to scrape for funds made acquisition of the *Star of Alaska* a business imperative. If the vessel could be restored and opened to the public at Fisherman's Wharf, the draw from admission charges would feed museum employees and maintain the displays. Several board members, however, were satisfied with just a maritime museum. Their vision did not extend further than the standard mix of ship models and figureheads. Once again, Mrs. Spreckels led opposition to the ship. Perhaps she feared that a steady source of income would diminish her influence. Or maybe she turned her nose up because *Balclutha*'s windswept decks seemed unsuitable as a setting for tasteful social fêtes.

Welder — the Bay Area Metal Trade Council swung in behind the restoration project. Volunteer welders showed up every Saturday for a year.

On a practical level, restoring the square-rigger was an expensive venture, perhaps too expensive for the nascent museum. Mrs. Spreckels addressed this concern in a letter to Sidney Walton, president of the museum association:

> If you succeed in acquiring the "Star of Alaska" it is going to cost a great deal of money to rehabilitate it . . . and I think if you give the matter some thought, you may hesitate before taking on another burden such as the "Star of Alaska" unless you have a great sum of money to maintain and advertise it.

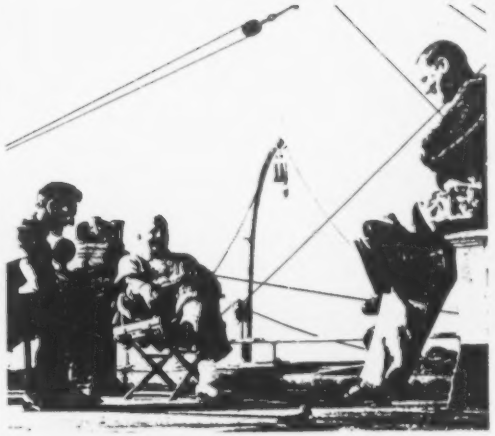
Despite her objections, a ship committee was formed and a serious drive to acquire *Star of Alaska* began in 1953. The committee managed to raise $20,000 toward the ship's purchase and was prepared to go as high as $25,000, but since the ship's owner was holding out for $75,000 negotiations proved a bit thorny from the outset.

The ship's enthusiasts were not about to let her get away; she was a windjammer with a proud and glorious past. Launched as the deepwater merchant ship *Balclutha* in 1886, she sailed around Cape Horn 17 times destined for ports at Callao, Iquique and San Francisco; she rounded the Cape of Good Hope on her voyages to Calcutta, Rangoon and Chittagong. Her next career (1899-1902) saw her hauling lumber from the sawmills of Puget Sound to Australia. Then in 1902 she joined the Alaska salmon trade as the *Star of Alaska*. In 1930 she was the last square-rigger in the salmon industry, making her final voyage north to Alaskan fishing waters.

Her working career at an end, the *Star of Alaska* had found herself in 1933 with a new owner, Frank Kissinger, and a new name: *Pacific Queen*. Her complexion had changed too. As one newspaper reported, she was "painted like a circus wagon with a silver hull, brilliant red masts and spars, and a gilt figurehead." Owner Kissinger took the circus motif a step further, installing a 32-pipe calliope on top of the deckhouse. Whatever attention the calliope failed to attract, Kissinger captured with 1000 red, white and blue electric lights strung on high to outline the masts. In this condition *Pacific Queen* toured the West Coast offering visitors a chance to come aboard for 50 cents.

One old salt made sad-eyed by the spectacle was Capt. P.A. McDonald, who remembered "boarding the pathetic old fraud in 1941 when she was ballyhooed as a former convict or pirate ship. I professed complete ignorance while the one-armed keeper lectured to me the meaning of a 'clipper' versus such other ships as the 'Dunsyre' and the 'Moshulu' of which he had photos plastered on the bulkheads." Captain McDonald knew a thing or two about those two large square-riggers, *Dunsyre* and *Moshulu*; he had sailed as master on both. "Since I paid my two bits admission," he continued, "I

Johnny Grueland started out in the volunteer rigging gang, later he became a full-time staff rigger in the Balclutha *crew*



Tex Kissinger, former carnival motorcycle daredevil, negotiates with museum representatives Max Lembke and Walter Taylor in 1952.

wanted to see how far the gullible ones can be fooled and descended into the 'tween decks and was there introduced to the most fearsome looking stuffed scarecrows representing pirates of note. Although I am fairly well read up on the subject and have the best books written upon 'piracy' I again allowed the fellow to go into detail as to the exploits of this or that pirate represented by individual scarecrows. I wept, not for the cowardly highbinders exhibited, but for the poor ship having fallen upon such evil days."

Whatever ignominy Kissinger may have brought to the *Star of Alaska,* his antics saved her life. All her sister ships were meeting their doom as scrap metal and fishing barges. With a retrospective glance, Kortum noted: "I guess we have to thank him with grudging acknowledgment for hanging on to the ship throughout the war and not taking advantage of the high prices for scrap metal, hulls, and anything that smacked of a ship. If he had unloaded at the right time, say about 1941, he might have picked up $35,000 or so. That would have been the high point of his dealings with the ship."

Kissinger did hang on, though his welcome at various ports waned. He tried to interest Hollywood in *Pacific Queen,* basing his pitch on a bit part she had played in *Mutiny on the Bounty* in 1934.

If anyone knew a good show piece, here was the man: Tex Kissinger, as his friends called him, the circus daredevil who at age 16 captured record-book fame by speeding around the inside of a barrel on his motorcycle. No one had done that before. Tex was a dreamer. He had sold oil property and real estate subdivisions, chicken ranches and oil stock. His greatest scam, the one that got away, was to exhibit an embalmed whale on a railroad flatcar. Who wouldn't pay for a look at that? Then, in the early 1930s, while Kissinger prowled the lobby of a hotel as house detective, an old windjammer captain convinced him that the best show property at that time was one of the last-full rigged ships.

So Tex acquired the *Star of Alaska* and turned her into the pirate ship *Pacific Queen*. In time she was shunted from pier to pier in Long Beach, her most lucrative port; then she was expelled. She came north and was denied a berth at San Francisco. Finally, Kissinger moved her onto the Marin mud flats, her days as an exhibition pirate ship at an end.

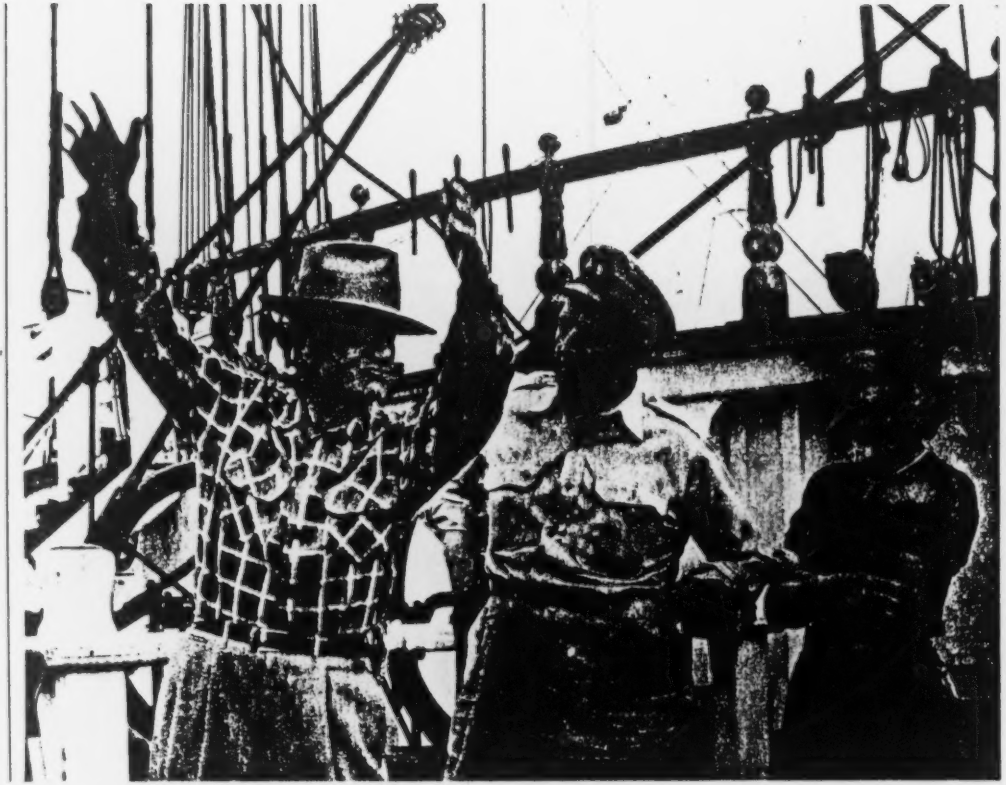
Tex and his wife continued to live on board, as they had for nearly 20 years. It was 1952. Kortum, from his office on the museum's third floor, watched the neglected old lady beat back the elements. "The ship was a wreck, with the backstays parting, and thoroughly gone," he observed. "How the sticks stood upright is a mystery, and a tribute to the inherent strength of the masts themselves — nothing else supported them on the mizzen." Traces of her carnival past lurked in the rigging. Kortum lamented: "Almost to the very last of her service to the Kissingers that bloody awful abomination of a wax pirate dummy, hanging by his neck from the foreyards, continued to swing back and forth in the wind, hanging there month after month, year after year and insulting the intelligence of all those who had paid 50 cents to come aboard. I don't know what they expected to see, but the mixture of an old movie ship, an Alaska Packers cannery ship, and a Cape Horner — served up with a thick helping of 'pirate' ship — was about as much as the average sightseer could stand."

Shortly after *Pacific Queen*'s beaching at Sausalito, Tex Kissinger's days came to an end. During a severe storm one night he collapsed and died while inspecting the deck for damage.

The negotiations initiated by the Maritime Museum in 1953 were conducted with the captain's wife, Rose Kissinger. Her original demand of $75,000 was a warning of the headaches to come. Discussion dragged on for a year as the persistent ship committee entreated, flattered, even threatened her. Mrs. Kissinger's price floated high and low but never hovered at the museum's firm limit, $25,000, long enough for a signed agreement. When David Nelson said pointedly that her capriciousness might lose her the sale because very few board members favored the expense anyway, she burst into tears, tore up the written offer in her hand, and stormed from the room screaming "They're highbinders! They're sons of bitches!" Another time she called the newspapers to announce she'd decided to sell *Pacific Queen* to the Navy for use as a target ship outside the Golden Gate.

In desperation, Kortum resorted to scare tactics. He enlisted the aid of a keen negotiator named Captain Leighton Robinson, an 81-year-old deepwaterman who had sailed round the Horn to San Francisco in 1896. Captain Robinson was sent to Mrs. Kissinger with word that the museum was arranging to buy the *Star of India*, an Alaska Packers

After Tex Kissinger died, negotiations for Balclutha *were handled by his wife Rose (right), who was a tough customer. At first she wanted no less than $75,000 for the square-rigger. Captain Leighton Robinson (center), serving as intermediary between Mrs. Kissinger and the museum association, helped secure the vessel for $25,000. Jack Lowe (left), who here entertains Mrs. Kissinger, married her shortly after the* Balclutha *deal was struck.*



bark berthed at San Diego. This was unlikely, although Kortum was "negotiating" with Jerry MacMullen, the *India*'s savior and protecting angel. San Diego was not about to give up her sailing ship treasure.

At the same time, a rift within the museum board itself was undermining the strength of the ship committee. A climax came April 19, 1954, the day of the board's annual meeting. Kortum was determined to head off the opposition; but he needed the backing of Harry Lundeberg, secretary treasurer of the Sailor's Union of the Pacific. Lundeberg was gruff, blunt and probably the most powerful man on the waterfront. He listened to Kortum's plea and grunted that he'd be at the meeting.

Lundeberg arrived at 3:30 P.M. and David Nelson tried to introduce him to two board members, both prominent shipping magnates. Lundeberg just growled "Yeh, I know 'em!" and took his seat. The minor items on the agenda were handled swiftly, then attention turned to the crisis at hand.

Among the more vocal opponents to buying the square-rigger was Capt. T. C. Conwell, an executive at American President Lines. For months he had advocated the ship's purchase, but now he urged that the project be dropped. For a small historical organization *Pacific Queen* might be too great an undertaking, he said. In sheer size, the ship rivalled the museum itself. Once the funds for purchase were secured, the money needed for restoration far exceeded the association's resources.

Conwell's concluding remark, that it was folly to spend so much money on a ship that didn't even have scrap value, brought Lundeberg to his feet. He began softly: "The scrap value is no way to set a price for the last great sailing ship left on the coast." With mounting intensity, he pointed out that *Pacific Queen* was far more than a hulk of steel and wood. She was a banner of spirit, harking back to the city's prosperous maritime past and inspiring greatness for the future. Lundeberg exuded the strength and confidence of a natural leader. By the end of the meeting, his rhetoric had persuaded Conwell to return to the fold; and the board resolved to continue the pursuit of *Pacific Queen*.

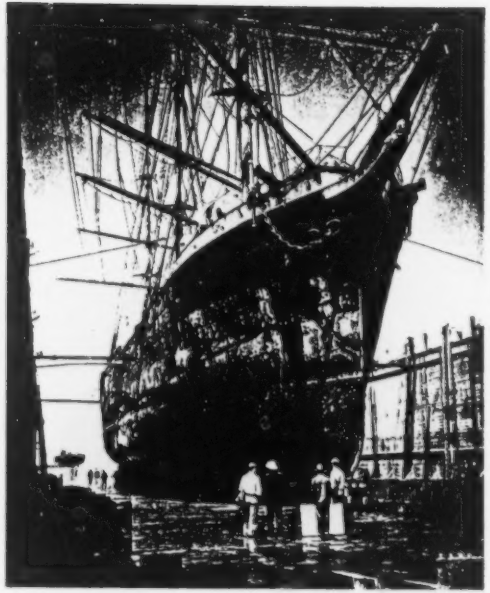
Two weeks later Mrs. Kissinger gave in; mostly she feared losing out to another ship like *Star of India*. She agreed to a sale at $25,000, and the contract permitted the museum association to back out if underwater repairs were estimated to exceed $5,000. Bethlehem Shipyards donated dry-docking facilities, and the old windjammer was towed off the mud at Sausalito for a short trip to Oakland.

Kortum recounted the scene at the Oakland shipyard:

> The tugs nudged her in, the dock-master took over, the camera men swarmed. We watched with some tension as the drydock lifted, and more and more of the hull came into sight. Her

Balclutha's *bottom hadn't been seen in twenty-four years. "We watched with some tension as the drydock lifted," Kortum noted in his diary. "Her bilges looked shiny where she had rubbed in the mud at Sausalito. As soon as the water cleared from the bow end, we raced down, rubbed our hands along her bottom, poked at it. She looked fine!"*

40



bilges looked shiny where she had rubbed in the mud at Sausalito—that looked pretty good. But we could not get a close look until the surface of the dock emerged. As soon as the water cleared from the bow end—the stern of the dock was still awash—we raced down, rubbed our hands along her bottom, poked at it, peered at it. She looked fine! Tom Ingersoll, in charge of the shipyard, came down in a tin hat and gave her a critical going over. His verdict: a remarkable state of preservation!

Captain Conwell threw himself energetically into the restoration, cajoling local industry into donating a variety of supplies. Mario Grossetti, business agent of Iron Shipbuilders Union Local 9, steered union after union into the project. By the time the scarred pirate ship *Pacific Queen* emerged from the shipyard a year later she sparkled as the Cape Horner *Balclutha*. Eighteen labor unions had given 13,000 hours of free labor; 90 Bay Area business firms had kicked in $100,000 in goods and services. The generous outpouring afforded a thorough revitalization that otherwise would have cost the Museum Association $250,000. On July 19, 1955 *Balclutha* was towed to Pier 43 at Fisherman's Wharf for a festive rechristening.

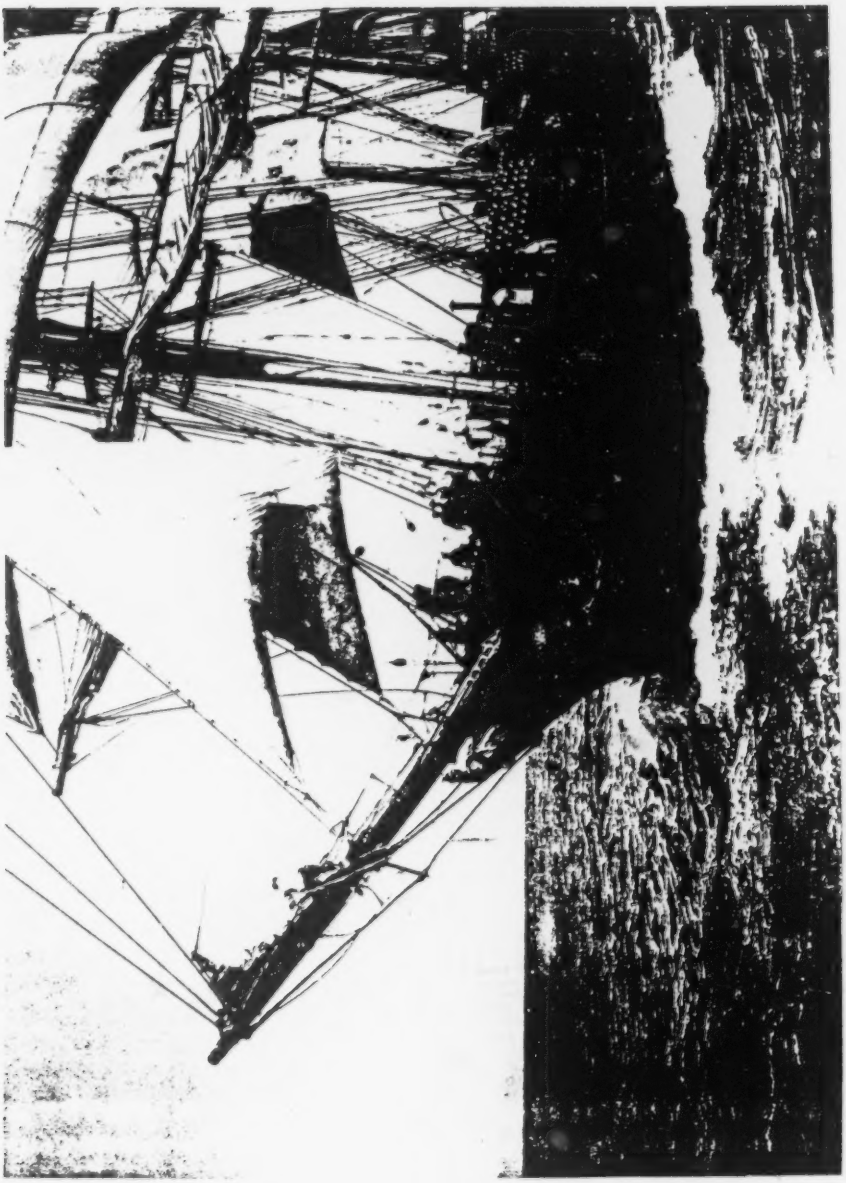
Not everyone was happy, however. When the association purchased *Balclutha*, Mrs. Spreckels went on record as detesting the ship. She stomped off to Europe ,declaring that "ships are not for women." Writing more than four years after *Balclutha* opened to the public, Kortum tried to pinpoint the root of Mrs. Spreckels' behavior:

> Part of her resentment of the *Balclutha* is that she 'missed the boat' as far as the ship goes—she had the first crack at it. She could have taken

Inda Frances Dunn, born aboard Balclutha *on her last voyage under the British flag in 1899, rechristens the ship after restoration. Museum president Hugh Gallagher (at her right) winces and Mario Grosetti (holding painting), who led shipyard unions into the restoration project, looks on.*

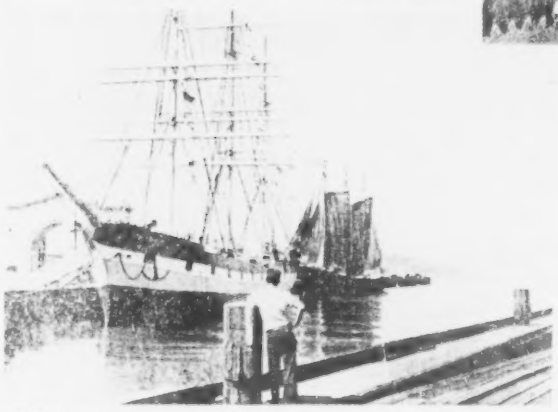
me up on my suggestion and presented the ship to the city back in 1947. The gift would have been hailed as comparable to the Palace of the Legion of Honor, which was a generous Spreckels contribution to San Francisco. But she didn't and we had to save the ship the hard way.

All the trouble paid off splendidly. *Balclutha* was docked at Fisherman's Wharf to be close to San Francisco's greatest concentration of tourists and in her first 12 months took in $93,000 from admissions. The income freed the association from dependence on precarious financial sources, but, more importantly, paved the way for future ship acquisitions.



STIAN SCIENCE MONITOR Wednesday, October 30, 1963

San Francisco's Maritime Valhalla



Old Cape Horner, Balclutha, and Pacific Lumber Coaster Schooner, C. A. Thayer. Upper Right, Karl Kortum.

Four floating 'ghosts' drifted out of the Pacific Coast's maritime past the other day and came to rest for good in the port of San Francisco. This living ship pageant, now open permanently to the public at the Hyde Street Pier near Fisherman's Wharf, includes the lumber-toting lumber schooner C. A. Thayer, the steam schooner Wapama, the sidewheel, sailing-steamer San Francisco Bay ferry Eureka, and the schooner-scow Alma. They mark the start of a kind of California maritime hall of fame, a state historical monument, that will show the public through the years what Pacific Coast trade and travel was like when the great hulk of North South commerce still moved by water. As nearly as this $2 million California State Park project points to the work of one man, the credit belongs to Karl Kortum, director of the San Francisco maritime museum. Who is he, and how was it that the public restoration of three sea and sail relics gradually unfolded?

By Harlan Trott
Staff Correspondent of
The Christian Science Monitor

San Francisco

Q. San Francisco Maritime State Historical Monument—that's an awkward title for a terrific thing. What do you call it, Mr. Kortum?

A. Well, calling for a better handle—something simple—is on my list.

Q. How did it begin?

A. It first came out of conversations in 1951 in the office of Nash Kreiser, of the San Francisco Bay Area Council. We had been talking of ways to save the vessels in the bay. A suggestion of Nash's about what I'd call "the Smithsonian of the West" started me thinking.

I had been in the Merchant Marine during the war, and I'd been interested in ships and shipping all my life.

Q. So simple as that?

A. Almost with one inspired stroke. That was when Mr. Newhall assigned the task to me. Newhall was on the job in early 1951. Later, when Kreiser was named the city and had the interests as its first I had in mind the Works Progress Administration museum building in Aquatic Park. But the war, I had a great interest in past and present maritime matters, including what we have to save in effect. That's my story, and I guess I should. I had better go where facts and have a look.

Q. At what is now San Francisco's Maritime Museum?

A. It was one of those intensely busy afternoons I first knew we an Italian market and went back to get Hyde to Aquatic Park. Then I took the Hyde Street cable. I got off at the end of the line and walked.

The excitement in this corner of the Bay led me to the right old Ghirardelli chocolate house. And this little field stirring memories began. I thought, "Why not expand on the idea of saving these old vehicles of maritime history on the waterfront?" So, this time I had learned that Jeanette Kaiser had owned a wonderful collection of maritime historical material.

Q. What's the story on the Hyde Street Pier?

A. The pier is one of the few remaining piers which were constructed by the Ferry Building. Hyde Street pier was built in 1913 and was in use until 1957. It was used by the Golden Gate Ferry Company. The pier is a railroad pier. It was constructed to accommodate railroad cars. It was used by the Southern Pacific Railroad. It was used by the Golden Gate Ferry Company. It was used by the Southern Pacific Railroad. It was used by the Golden Gate Ferry Company.

Q. And they were sold?

A. Yes, they were sold. It was a great deal of work. We were able to get Main Street Boilerworks to haul some materials. We were able to get the help of volunteers enthusiastic. We had the volunteers. We set up in six months. The Pier was opened to the public in 1957. It was a great success. It was a great success. It was a great success.

Q. About when did you open the museum?

A. In May, 1951, the museum was thrown open to the public. It has been successful right from the start. We have attracted a number of a million visitors a year. But this was a long way from filling the lights at the foot of Hyde Street with ships and finding a home for the collection we envisioned.

Q. You were no a pirate?

A. And on a way, sailed three days and I had a [illegible] We had been moving at volunteers necessary. There were no funds to run the museum. Ed Hyman, our first president, was very active in collecting donations from the founding consumers. For a while they and I were living on our savings. Eventually the museum found it possible [illegible] the problem of [illegible] and [illegible] of [illegible] museum.

Q. And you won the examination?

A. Thanks to the fact I had neglected my high school and college studies and read ship books and kept scrap books. I knew the answers to those curious questions.

Q. Now you were curator of a museum filled with fascinating objects but with no funds?

A. The problem now was to get on to the next phase. We were assembling a fund-raising

Meet Mr. Kortum

campaign to carry out the program as a whole—the pier, the railroad museum, the cable-car park in the center of the scheme. The full-rigged ship Balclutha, then owning the Hollywood movie Pacific Queen, was being occupied as a studio storehouse on the Sausalito mud flats. The owner had just passed on and we were able to buy the rusty old Cape Horner for $25,000.

Q. You had that much cash?

A. No, but one of our directors, Hugh Gallagher, went out and raised $20,000 by getting signatures on a note in the financial community. Mr. Gallagher was vice president of the Matson Line at the time. The other $5,000 was paid off after seven years.

Q. And funds to restore her?

A. One morning the phone rang in the museum office and Dan Shannon of the Knapp-Tibbitts Unit said if we would sail the vessel a position and arrangements might be made for the unit to volunteer their time and skills to help refit the Balclutha. This went on for a whole year. It was a splendid program of volunteer support. Captain Conwell of the Academy of Pioneers Lurie was a superb supervisor of sailmaking for those in that ship whereas to us.

Q. Balclutha has been a catering?

A. Yes, just as much as the museum had been four years before only with this difference. Now you paid to get on board the Balclutha and for the first time we had a steady source of funds.

Q. Your dream dovetailed with the state's conservation policy?

A. We were working up the Balclutha restoration in 1955 when we noticed that rights to the Balclutha all vessels had been returned to the State of California. The state officials wisely earmarked these funds for projects designed to conserve its beaches and parks and other natural resources. Ancient sailing landmarks fitting in this comprehensive policy.

The opportunity had arrived for pointing out to the state the need for providing a Californian maritime monument in its program for restoring old missions and gold-rush towns. With this good argument we made our way to Sacramento. I am not exercising these actions and secured in the forefront for the museum.

Q. Who were some warmer listeners?

A. We were fortunate in finding Joseph R. Knowland in the State Park Commission, Senator William F. Knowland's father. The Knowland family, further back, had operated the very type of schooner we were trying to save. Harry Lundeberg, then head of the Seafarers Union of the Pacific, was a big help. He had served in Matson ships as West Coast representative of the Inspected Vessels. During a Republican [illegible] he had a good [illegible] with Governor Knight. R. Stanley Dollar Jr. was a big help. He was president of one of the pioneers of our time, and he was [illegible] for our maritime program.

I remember also Jane Stanford, Dolores Stevens, and Jane Charles DeYoung, all helped to explain the members of the Legislature a bit the museum.

Q. The Washington Post indicated recently you are working on a plan to save the Kalighan, too. How is that?

A. Actually there are three vessels in property that I have my eye on. I [illegible] now in Washington, D.C., and one in Mississippi, Baltimore.

Q. Ship saving projects that are taking hold?

A. Very much so. San Pedro, a city that used to have a [illegible] now [illegible] Matson bought her, is going to be restored and kept open to the public in Hawaii. Thanks to John Wright's spectacular fund-raising effort, they have purchased Falls of Clyde. She's now a barge tied up in Seattle, she will be restored just as she was in her Cape Horn days.

Out in Melbourne, my friend Dr. F. Graeme Robertson is taking steps to save the old Polly Woodside. This fine lady back in now a restaurant in Melbourne. The minute the Hyde, the excellent Australian sea partner, was living on Long Island—evidently the painting to a completing of her in all her glory. Dr. Robertson intends to set up a Polly Woodside maritime committee to get the project launched.

Another is what, serving as a barge out in the Philippines. Also in Honolulu is one floating powerful support for hoisting and restoring Kalakaua. Her president of the Matson Hotels at present of the Hawaii of Honolulu. Many of the Hawaii clans are having the project. She was owned by the Kamehameha family of F. A. A. Small of Hale Mauka. Arthur Small can be approached to serve on the board with William Jennings Bryan Dougher, now Territorial Hotel Mrs. Kamehameha Small Lee in Washington must be in all this. She's now 93.

Q. You said all this began with a letter to the editor?

A. You mean that before the letter—well, in essence, when I was still going to school, I remember that we used to sail up through the sea canal with trading schooners. Schooners—they signed Dec. 31. Many were on the coast. Those wonderful W. F. Worth illustrations. In my room were three [illegible] of one of Worth's galleons in [illegible] the top of high school.

Kreiser and the owners of Lurline and Dollar and the galleons were the glories of our [illegible] long before I returned from around San Francisco Bay that the age of sailing ships had not vanished with the Spanish Armada.

Q. You mentioned the waterfront?

A. I recall visiting in 1926 who lived on Lincoln Avenue in Alameda. Looking out her window I saw five-masters [illegible] sailing spars down in Oakland Creek. I walked down there and saw seven square-riggers. One of these was the Star of Alaska, one beautiful Balclutha. That was in 1932. There were many wonderful experiences from that time on.

We are now putting some more of the pieces together through the cooperation of the state and the city so that future generations of Americans will know what our forbears were like.

Q. Your letter to the editor has paid off?

A. The letter you just betrayed that [illegible] Kingsley's Westward Ho and its galleons by N. C. Wyeth.

Next week: Meet Mrs. Vanderbilt Webb, who is highly responsible for the development of the modern craft movement in this country.

(SAN FRANCISCO CONVENTION & VISITORS BUREAU * FOX PLAZA * SAN FRANCISCO, CALIF. 94102

May 27, 1969

Mr. Karl Kortum, Director
San Francisco Maritime Museum
Foot of Polk Street
San Francisco, California

Dear Mr. Kortum:

Following my conversation with your secretary yesterday, this is to notify you that a panel of community leaders has selected you to be a recipient of our Annual Silver Cable Car Award.

This award is given in recognition of outstanding community service in creating or enhancing notable visitor attractions and is presented at our Annual Membership Luncheon to be held this year at the Kabuki Theatre Restaurant on Thursday, June 5, at 12 noon.

We are happy to hear that you will be on hand to accept this award for your directorship of the San Francisco Maritime Museum and for your part in being a leader in the renaissance of the northern waterfront area.

For your information past winners have included Jerd Sullivan, Mrs. Hans Klussmann, William Matson Roth and Cyril Magnin.

Look forward to seeing you at the luncheon.

Cordially yours,

Chester A. Rhodes
Promotion Manager

CAR:mp

SILVER CABLE CAR AWARD
TO KARL KORTUM

Our next awardee sailed before the mast on the last voyage of an American-built square rigger around the Horn 28 years ago. His love of the sea gave him vision. Coming to San Francisco from the family farm in Petaluma in the late 1940's, Karl Kortum looked at our decaying waterfront with imaginative eyes. He originated the concept of a maritime monument for San Francisco with a fleet of historic ships preserved on Aquatic Park lagoon. He envisioned an extension of the Hyde Street cable car line into a period park beside the lagoon, and the establishment of a maritime museum in the Park's WPA era casino.

Largely through Karl Kortum's efforts, these and many other praiseworthy things have come into being along the bayfront in recent years. The Maritime Museum was opened under his direction in 1951. The Museum purchased the three-masted, full-rigged BALCLUTHA in 1954, rallied community interest in restoring her and opened the old "deepwaterman" as a floating museum in 1955. During the next four years the State of California bought four early California coastal ships for the State Historical Maritime Park. The vessels were restored under Maritime Museum direction and placed on public display at the reconstructed Hyde Street Pier in 1965. The City extended the cable car line in 1957 and, around its turn-table, created a gas-lit Victorian Park which was dedicated in 1962. Impressed by these happy preservations and renovations, private enterprise has followed the same tasteful formula of waterfront development.

To Karl Kortum for starting the renaissance of our northern waterfront with the establishment of the San Francisco Maritime Museum, it gives me great pleasure to present our silver cable car award.

# # #

California Historical Society
INCORPORATED MARCH 6, 1886
2090 JACKSON STREET, SAN FRANCISCO, CALIFORNIA 94109 · TEL. 567-1848
1120 OLD MILL ROAD, SAN MARINO, CALIFORNIA 91108 · TEL. 449-5450

KARL KORTUM
CHS FELLOW

Karl Kortum has been made a Fellow of the California Historical Society in recognition of his efforts to preserve the rich maritime heritage of the Pacific Coast and for successfully establishing the San Francisco Maritime Museum as one of the outstanding institutions of its kind in the world.

Director and one of the founders of the museum, Mr. Kortum has been fascinated by ships and maritime history from the time, as a young boy, he read Kingsley's book, Westward Ho!, and, on a visit to Alameda, saw the shining spars of the Star fleet. From then on, he took every opportunity to visit the ships at anchor around San Francisco Bay and along the Oakland estuary. In 1941, his dream of going to sea was realized when he became a member of the crew of the KAUILANI, the last American-built square rigger to sail around Cape Horn.

Back in San Francisco after five years at sea, he began a determined campaign to establish a maritime museum in the Aquatic Park Casino and a maritime monument nearby with a fleet of historic ships. In 1951, the San Francisco Maritime Museum opened, and in 1954 the museum purchased and restored the three-mast, full-rigged BALCLUTHA, which was opened as a museum ship at Pier 43.

With the museum operating, he persevered in his plan for a maritime monument, and after years of hard work, the lumber schooner C. A. THAYER, the steam schooner WAPAMA, scow schooner ALMA, and the side-wheel ferry

EUREKA were restored and opened to the public in 1965 as the San Francisco State Historic Monument.

Under Mr. Kortum's leadership, the San Francisco Maritime Museum has become a major repository of maritime history. A native Californian, he lectures and writes on Pacific Coast maritime history, as well as on the preservation, restoration, and display of historic buildings and vessels.

Deutsches Schiffahrtsmuseum

Deutsches Schiffahrtsmuseum, Van-Ronzelen-Str. 2850 Bremerhaven

Van-Ronzelen-Straße
2850 Bremerhaven-Mitte
Telefon (04 71) 4 40 48

19 JUN 1983

Mr. Karl Kortum
San Francisco Historic Ships
2905 Hyde Street
San Francisco CA 94109
U S A

Bremerhaven, den 17. Mai 1983
Dr. Hm/Ma

Dear Mr. Kortum,

at long last it seems that the "Rickmer Rickmers" is coming back - not to Bremerhaven, but to Hamburg! I do not know, how far she will be restored, time and money will show, and, of course, the enthusiasm of the people involved. I shall keep you informed when I know more.

Let me tell you, that of all the Tall Ships I have seen as Museum Ships, the "Balchutha" and the "C.A. Thayer" are those most charmingly presented to the public. With your way of comments and arrangements even the landlubber gets an idea of what life was like aboard these ships.

I send you best wishes and, please, give my regards to Mr. Dring!

Y o u r s

Per Hoffmann

(Dr. Per Hoffmann)
Konservator

INDEPENDENT HISTORICAL SOCIETIES

An *ad hoc* organization sponsored by the MASSACHUSETTS HISTORICAL SOCIETY, AMERICAN ANTIQUARIAN SOCIETY, HISTORICAL SOCIETY OF PENNSYLVANIA and VIRGINIA HISTORICAL SOCIETY and supported by a grant from the COUNCIL ON LIBRARY RESOURCES, INC. for the purpose of studying the research and publication functions and the financial future of the independent historical societies

Director of the Study
WALTER MUIR WHITEHILL
Boston Athenaeum
10½ Beacon Street
Boston 8, Massachusetts

31 March 1960

Dear Mr. Kortum,

At long last I have a quiet evening in which to catch up on my manners. The enclosed letter has just gone to George Blake in Glasgow. If anyone can turn up information about McMillan I am sure that he can.

After twenty four years connection with museums I have become very sceptical about the possibility of preserving large objects, let alone ships, without falling into commercialism or some related nastiness. You have proved that it can be done, or, more correctly, that you can do it. I still doubt if anyone else outside of San Francisco could do it so well. We were both full of admiration for the museum and for Balclutha. How pleased Ed Clark would have been at this wonderful development of something that he cared for.

We have continued our travels through Oregon, Washington, Utah and Colorado, and are now in Minneapolis. We have had many delightful experiences in recent weeks, but our evening with you in San Francisco was one of the pleasantest. Thank you so much for taking us in so hospitably.

When I see Ernest Dodge and Marion Brewington on returning home I am going to suggest using a series of photographs by Luke and others of shipboard details as the theme for a NEPTUNE pictorial supplement.

I hope to return some day when your entire fleet is safely berthed, but trust that we may be in touch with one another long before that.

Yours sincerely,

Walter Muir Whitehill

Mr. Karl Kortum,
San Francisco Maritime Museum,
Foot of Polk Street,
San Francisco, California

INDEPENDENT HISTORICAL SOCIETIES

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Director of the Study
WALTER MUIR WHITEHILL
Boston Athenaeum
10½ Beacon Street
Boston 8, Massachusetts

Minneapolis
31 March 1960

Dear George,

We are returning next week from a month on the Pacific coast that was full of pleasant experiences above and beyond the business of our trip. One of the pleasantest was seeing your Glasgow ship Balclutha preserved in San Francisco by the San Francisco Maritime Museum Association. Unlike Star of India (ex Euterpe) which simply continues to exist at San Diego, Balclutha is in good shape and exhibited with extraordinary perceptiveness and skill, without a trace of nonsense or tourist ballyhoo. Frequent labels, illustrated with reproductions of Gordon Grant's sketches, explain necessary facts to visitors, usually in the form of appropriate quotations from Conrad, Melville or Masefield.

Karl Kortum, the Director of the Museum Association, who is the person responsible for this remarkable piece of work, has had difficulty in learning much about Balclutha's early years when she was owned by Robert McMillan of Dumbarton. If you could fill in this gap in any way I know that Kortum would be grateful. If you turn anything up his address is 782 Bay Street, San Francisco 9, California. I enclose a copy of his leaflet about the ship.

We were delighted to hear that your Sally is coming to Massachusetts during the Easter vacation. She will be surrounded by classical learning, for Sir Ronald Syme from Oxford and Dean J. P. Elder of the Harvard Graduate School will also be with us over Easter. This will cheer our homecoming.

Yours sincerely,

George Blake, Esq.,
75 Queen Margaret Drive,
Glasgow, NW, Scotland

THE CHRISTIAN SCIENCE MONITOR WEDNESDAY, FEBRUARY 1, 1984

FROM 'BOSTON OLD AND NEW,' BRANDEN PRESS, ©1983 EGON EGONE

Boston Athenaeum: 'Egonegraph' by Egon Egone

Walter Muir Whitehill

WENDELL D. GARRETT*

WALTER MUIR WHITEHILL—the venerable and venerated director and librarian of the Boston Athenæum for a quarter-century—died in Boston on 5 March 1978, at the age of 72. His death removed from our time, as well as our fellowship, a man of singular distinction. He was unquestionably the best, and probably the most prodigious, continuous writer in New England on learned institutions and uncommon people. Between *Spanish Romanesque Architecture of the Eleventh Century* (1941) and *Museum of Fine Arts, Boston: A Centennial History* (2 volumes, 1970), he wrote "Tutor Flynt's Silver Chamber-pot" (1951), "My Life in Tobacco" (1958), and "Tourist Stay Home!" (1967), to say nothing of scores upon scores of other introductions, pamphlets, annual reports, book reviews, and learned articles. Two bibliographies of his published writings appeared within his lifetime (1958 and 1974), and since his death at least one lengthy book review and a book foreword have appeared in print. No one else wrote with such devotion to the language, with such unfeigned gusto and formal elegance, with such a passion for lucidity, with such devotion to "the old New England tradition of serving the culture of America," with such a superb ear for stately measure—cadences of a slow, processional grandeur and rich, ceremonial orchestration. He was in Emerson's sense one of the "representative men" of his time: one feels that his death breaks a last link to the classic past of Bostonian primacy in the arts, history, and historic preservation.

There are many ways to hold dear the memory of WMW. One lovely and rewarding way is to reread his work. A rich and abundant portion of this wise and wonderful and complex man went into it. Each of his friends would make a different selection of favorite books by WMW; my choices would narrow to four. My first is his popular *Boston: A Topographical History* (1959; second edition, 1968), a work of awesome erudition: meticulously researched, tightly and elegantly written, technically accomplished, and beautifully illustrated. Of his youth in Boston he said in the Preface:

* Editor and publisher, The Magazine *Antiques*.

My first acquaintance with Boston streets began on Sundays some fifty years ago when my parents took me to the Church of the Advent, at the corner of Mount Vernon and Brimmer Streets. As St. Margaret's Convent in Louisburg Square and the Church of St. John the Evangelist in Bowdoin Street were occasional, although less regular, ports of call, I thus came at an early age to know the streets of Beacon Hill as a kind of fringe benefit of Anglican piety. . . . It was only in 1935, when I returned from five unbroken years in Europe, that I looked at [my surroundings] with the slightest interest. During those five years I had been studying and photographing Romanesque architecture in Spain. . . . As I looked at New England with eyes fresh from a long absence, I found a wholly new amusement in trying to fathom the archaeological and topographical reasons why my childhood surroundings had become what they were rather than something else. In the end I became so absorbed in this, and related games, that New England history has become my chief interest.

While many of his generation turned their backs on the renewal of Boston's inner city, WMW became such a force in Boston's redevelopment that when a medal by Rudolph Ruzicka was struck in his honor, it read in part: "HE PUT PEN TO PAPER & PRESERVED A CITY." In spite of the popular image of historic preservationists as frock-coated Victorians, Walter Muir Whitehill with his unfaltering optimistic instinct for the long view concluded the second edition of the *Topographical History* with the following conviction:

I have recorded elsewhere my misgivings about "trails" and tourists, but I fully agree that Bostonians should become more aware of the variety and quality of recent buildings that surround them. . . . In Boston, thanks to Edward J. Logue's emphasis on urban design, the works of eminent contemporary architects, and of younger men who have come to the fore by their recent buildings here, have been related to each other and to the shape of the city in a singularly happy manner.

WMW's second book of extraordinary importance—important because through his research for it he discovered the heritage of America—was *Independent Historical Societies: An enquiry into their research and publication functions and their financial future* (1962), funded by the Council on Library Resources, Inc. In the widest context, not only did Walter explore the cultural resources of the nation, but America discovered this unique Bostonian and made him a national figure, much more than most of his Boston friends ever realized or appreciated. Of this period and the book he wrote in his Preface:

Between October 1959 and June 1960 I traveled through three quarters

of the fifty states, visiting historical societies and as many other institutions of allied interest as time permitted. Wherever I went I was impressed by the community of interests and feeling on the part of those societies responsible for major manuscript collections, by their devotion to what they are doing as hewers of wood and drawers of water in the cause of American history, and, in almost all cases, by the utter inadequacy of their financial resources. I have never spent nine pleasanter or more profitable months. No two societies are exactly alike or ever will be. Their principles, resources, and aspirations could never be adequately reduced to punch cards or expressed in statistical tables. But through visiting them I came to know an extraordinary number of highly intelligent, energetic, and amiable people, many of whom I already regard as valued friends.

More than half the book was written in the fall of 1960 at the Whitehills' country house in Starksboro, Vermont, during a period that impresses me as the happiest of his life. This house was the site of a Camel's Hump Congress, a convivial affair called by Walter for his friends. With the time and energy to write furiously by mornings, mow hay by afternoons, and settle into Kentucky sour mash and agreeable victuals by evenings in front of burning birch logs and behind a colossal pipe of Edgeworth, Walter found this a bucolic setting. The wild, abandoned nature of 19th-century Vermont landscape never appealed to this 18th-century Enlightenment man until tamed and brought under control; he preferred hay closely cropped and gardens neatly trimmed. With the demise of his cherished two-cycle Jerri mowing machine from old age, and with advancing puckerbush across abandoned fields toward the house and advancing years on him, Walter became increasingly crankish about visiting Starksboro. He loved the Vermont of weathered stone walls and stately sugar maples, but not a pastoral landscape tarnished by the harsh reality of hay fields overgrown with brush, of derelict barns going out of plumb, and of rubble filling cellar holes. But in late 1960 Walter Muir Whitehill was at peace with himself and the world around him, and in *Independent Historical Societies* he reminisced a great deal about the past 35 years of his life:

Senator BRADLEY. Thank you very much, Ms. Kortum.
William Whalen, welcome to the committee.

STATEMENT OF WILLIAM J. WHALEN, ON BEHALF OF THE NATIONAL MARITIME MUSEUM ASSOCIATION, SAN FRANCISCO, CA

Mr. WHALEN. Thank you, Mr. Chairman. It is a pleasure and an honor to be before you today to discuss H.R. 1044, a bill that would organize the maritime activities of the Golden Gate National Recreation Area as a new unit of the National Park System.

I will try to summarize my concerns here, Mr. Chairman, and submit this for the record.

Primarily, I represent out in San Francisco a group of private citizens that have formed a group known as the National Maritime Museum Association. This was the group that back in 1949 began the whole thing and eventually then transferred their holdings to the National Park Service in 1978.

We certainly are in support of H.R. 1044 but for some somewhat selfish reasons. We feel that the business community of San Francisco gains immensely from having this ships collection there. Our tourists that come to town, which is one of our number one business activities, enjoy visiting this ships collection and the great museum that Mrs. Kortum's husband had started.

We feel that by establishing this as a separate unit of the National Park System with the name San Francisco attached to it that we, as a private body, will be in a much better position to raise some private funds to help the National Park Service take care of this ships collection, which they badly need to do.

So that is kind of the genesis behind our feelings about the bill and why we are for it.

We propose three specific amendments be incorporated in H.R. 1044. First of all, and we are in agreement with a lot of people out in San Francisco as well as, I think, the National Park Service, we would like its name to be the San Francisco Maritime Museum National Historic Park. This kind of gives the museum people their word and the Park people their word. Hopefully everybody will be happy, and we will get on with it.

Secondly, we would like to see the boundary revised to include the west side of the Aquatic Park Lagoon which would bring in what is known as the Old Alcatraz Pier where they took the prisoners out to the island, and the municipal pier.

Lastly, in somewhat coming close to what Mrs. Kortum was saying, we feel that the advisory commission should be changed a little bit to allow for more appointments and specifically four appointments from the Mayor of San Francisco, and that these appointments be people that are knowledgeable about museum or maritime issues or who represent the local fishing industry, adjacent recreational groups, business community and neighborhood groups.

As a result, then, when this commission is deliberating, certainly input from people that are directly concerned with the operation along with people that bring in more of a national perspective would be available.

Mr. Chairman, this concludes my testimony, and I would be happy to answer any questions.

[The prepared statement of Mr. Whalen follows:]

STATEMENT OF WILLIAM J. WHALEN, FORMER DIRECTOR NATIONAL PARK SERVICE, BEFORE THE U.S. SENATE COMMITTEE ON NATIONAL PARKS, ENERGY AND NATURAL RESOURCES--SUBCOMMITTEE ON PUBLIC LANDS NATIONAL PARKS AND FORESTS REGARDING H.R. 1044

OCTOBER 6, 1987

Mr. Chairman and Members of the Committee, it is both a pleasure and an honor to be before you today to discuss H.R. 1044, a bill which would organize the maritime activities of the Golden Gate National Recreation Area as a new unit of the National Park system.

I am here today representing the National Maritime Museum Association of San Francisco. Our Association began in 1950 as the San Francisco Maritime Museum Association with the goal of preserving, interpreting and displaying the maritime history of San Francisco Bay and the western coast of the United States. Many of our present trustees were part of that original forward-looking group. The Association carefully nourished by this civic and maritime minded group, grew quickly in size and importance. The group developed the vast and important collection of maritime artifacts in the San Francisco Maritime Museum and eventually saved, restored and publically displayed the historic sailing vessel BALCLUTHA. In 1978, this great maritime collection and BALCLUTHA were turned over the National Park Service for inclusion in the Golden Gate National Recreation Area.

Mr. Chairman, some time ago, I had the opportunity to present the idea of this bill to a former colleague of yours from the House of Representatives Sala Burton. She was an ardent supporter of the National Maritime Museum and was hoping to personally introduce this legislation prior to her death. It is a fitting

tribute that the bill names the museum building in her honor.

Phil and Sala Burton were visionaries regarding the Golden Gate National Recreation Area and particular in their love and support for the maritime activities of that great park. This bill establishing a new and separate National Park area hopefully to be known as the San Francisco National Historic Seaport, will ensure that the Burton's vision for the historic ships and maritime artifacts will be carried forward.

I would like to offer some suggestions that could be incorporated into amendments to this bill which our Association feels would be beneficial to all concerned:

1. We would propose the name of this new area of the National Park system to be the San Francisco Maritime Museum National Historic Park.
2. We wish to have the boundry map revised to include the area on the west side of Aquatic Park Lagoon known as the "Old Alcatraz Pier" and the "Municipal Pier".
3. We suggest that four members of the Citizens Advisory Commission be appointed for terms of 5 years from recommendations submitted by the Mayor of San Francisco with special consideration given to individuals with knowledge of museum and/or maritime issues and who represent the local fishing industry and adjacent recreational uses, business community and neighborhood groups.

Mr. Chairman, this concludes by testimony but I would be happy to answer any questions you or members of the committee my have.

Senator BRADLEY. Thank you very much, Mr. Whalen.
Mr. Stanford.

STATEMENT OF PETER STANFORD, PRESIDENT, NATIONAL MARITIME HISTORICAL SOCIETY, CROTON-ON-HUDSON, NY

Mr. STANFORD. Thank you, Mr. Chairman. My name is Peter Stanford, and I am the President of the National Maritime Historical Society. I am particularly glad to be here because we had no notice of this meeting, and neither did the National Trust for Historic Preservation. I submit that is an oversight, and it is part of a pattern which the Park Service has followed in the development of this gravely flawed bill, as we see it.

We are concerned over the lack of consultation and openness in the Park Service's handling of this museum, and I think we should identify that Bill Whalen is, of course, the previous director of the National Park Service and of the Golden Gate Recreation Area, of which the museum is now part. So he speaks at least partly with that highly honorable hat on, too.

We do not feel that the Park Service has brought before the Congress the truth. We think that anybody who reads the San Francisco Examiner will be aware of a series of articles that have appeared which have criticized the outrageous mismanagement of the museum.

We think that anybody who reads the Chronicle is aware of the world famous columnist Herb Caen saying "Save Karl Kortum". It has not yet been brought up in any testimony that Karl Kortum has systematically has his goal reduced. He has been fined and suspended for insubordination because he has spoken out against the management. This is probably the thing that the Park Service will be most remembered for in maritime history books and its intervention in the maritime field.

Herb Caen says simply, "Save Clark Kortum and also the historic ships, most of which are in danger of sinking. 'While I bring this up, there is much more that has been out there in the voting press, the labor unions who have been intimately associated with the museum since its founding.

Paul Dempster, the head of the sailors union in the Pacific; his aide, Mr. Lunderburg; and Walter Johnson, the head of the San Francisco Central Labor Council, have all written letters to this committee or to Senator Cranston vigorously protesting the state of affairs and characterizing this bill as apparently not addressed to curing them.

I will quote just one letter from Walter Johnson, Secretary-Treasurer of the San Francisco Labor Council, AFL–CIO. He had previously described a museum with a worldwide reputation, scholarships, search, collecting, et cetera. "When the National Park Service took over all this 10 years ago, a kind of atrophy set in. Three of its top officials have declared that the Park Service does not have much experience with museums."

Now, the Park Service has handled the problem of not having much experience with museums by relabelling this a park. Although my much respected predecessor speaker makes light of that as a semantic point, it is not a semantic point. A museum is a

temple of excellence, to quote Karl Kortum. It is a creative force. It is out there in the community, helping to record our passage through time. It is not a housekeeping/maintenance function.

Now, in my written testimony I did not make the Society's recommendations, but since then I think we have seen enough and we have consulted with Smithsonian officials here in town. We regard the situation as serious. It is deteriorating. There is no chance, in our opinion, of any private funds being raised for this museum in the state that it is in. There is no confidence in it.

We recommend, both to clear up the problems and to re-establish confidence in a museum which has lost its reputation in 10 years, that there be a Senate-appointed panel which might include such distinguished people as Mayor Feinstein, who steps down in November.

It should include representatives of the Smithsonian and the National Trust and, with all due respect, the National Maritime Historical Society. It should include people like Paul Dempster, whose union has a continuous record of service and a creative service.

A museum is a living thing, and we think hearings should be held in San Francisco, not here. Well, you can hold them here, too, if you want to, but they ought to be held in San Francisco.

We think that there should be a strong, fully charged advisory council which is not, as in the bill, just charged with commenting on what the Park Service lays before it but is given a mission to make recommendations for a great museum equal at least to the West Coast maritime heritage of the United States.

The incidental drafting of this bill just shows a blindness to those things. You are making a pretense to reach out to the people, and the people are under no circumstances buying it. They are not buying it now, and they will not buy it.

That is why the only solution that I have been able to come up with and which all my friends and people I talk to seem to agree on is an investigatory panel which will go out and holds hearings on the site and come up with the kind of recommendations we think will rebuild and reestablish the museum, including the freedom to move outside the Park Service.

[The prepared statement of Mr. Stanford follows:]

NATIONAL MARITIME HISTORICAL SOCIETY
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TESTIMONY OF PETER STANFORD, PRESIDENT OF

NATIONAL MARITIME HISTORICAL SOCIETY

ON SR 1044, 6 OCTOBER 1987

Good afternoon. It is a pleasure to appear before you as you consider legislation to redeem the threatened future of the maritime museum in San Francisco, now called the National Maritime Museum but proposed to be re-christened as a "seaport park." It is a particular pleasure to appear since our testimony was not allowed at the hearings on the house bill last spring, and since we were not notified of this hearing today, which we learned of only by accident, at the last minute.

I do appreciate the three minutes I am now allowed to cover the problems and the opportunities of one of the most important institutions in our field.

The trustees of the National Maritime Historical Society have instructed me to express our concern over the lack of consultation in the development of this legislation, and indeed over the apparent lack of concern as to the near-complete breakdown of function and failure of mission of one of our nation's most important maritime museums. This massive failure has occurred under the administration of the National Park Service. The testimony that has been heard to date comes almost exclusively from people now or in the past in the pay of that same National Park Service.

They have not told you the truth about the problems of their administration -- in their testimony there has been no mention of those problems, which are widely known.

Let me tell you what people in the streets of San Francisco know. They read in the San Francisco Examiner that "the canyon-like differences between maritime and museum people and government bureaucrats have never been spelled out more clearly, or more outrageously" than in the Park Service management of the museum. Or they can read in Herb Caen's world-famous column in the San Francisco Chronicle of the attack on Karl Kortum, founder of the museum, by those same Park Service bureaucrats. Herb Caen says simply "Save Karl Kortum: And also the historic ships, most of which are in danger of sinking."

Or, if you were in the world of ship preservation, you would read in the authoritative magazine WoodenBoat Peter Spectre's description of the "perhaps fatal flaw" in the Park Service setup -- "the belief that the National Park Service would have the management abilities to do the job properly."

Hear the words of Walter Johnson, Secretary-Treasurer of the San Francisco Labor Council, AFL-CIO, whose members have provided vital support to the museum since its founding. In a letter to Senator Cranston praising the important work of the museum in its first quarter century, under Karl Kortum, as having "a worldwide reputation for scholarship, research, collecting, and vivid displays for the public," he goes on to note with genuine concern:

> "When the National Park Service took over all this ten years ago, a kind of atrophy set in.... Three of its top officials have declared (on different occasions) that the Park Service 'does not have much experience with museums.'"

Now, not having that experience, these officials propose to dissolve this world-class institution into a "seaport park."

It is being given an Advisory Council, according to Brian O'Neill, the senior Park Service official involved, to attract private sector funding.

Well, let's stop right there, on that point of private funding, which is essential to the turnaround of the museum and to its future mission.

There is no confidence in the Park Service management of this museum; without that confidence you will not raise the money you need.

Moreover, the Trustees of the National Maritime Historical Society have no confidence in the new legislation which will put the reporting lines back in the same failed channels (merely bypassing the Golden Gate National Recreation Area to run direct to the Western Region office). I don't know anyone who does have confidence in those arrangements.

In 1976, when Park Service takeover of the then San Francisco Maritime Museum was being arranged, I had the pleasure of calling upon Mr. Whalen, whom it is again a pleasure to see here today. At his invitation we outlined a plan for the museum. The central points were that the institution must

be named and described as a museum to fulfill its educational mission--it must have its own director, and that director must be accountable directly to a board of trustees who will represent the wider worlds of community and scholarly and above all seafaring interests -- not to the giant Park Service bureaucracy which accounts only through many layers to the Congress. We said the museum would only work if it "sailed on its own bottom."

None of these recommendations was adopted, and none are reflected in the present bill -- not one!

I am here to report to you on behalf of our trustees and members that the museum as now constituted simply is not working. We do not believe progress is possible unless there is recognition of that central fact. We urge you to consider new measures and wider consultation to re-establish the museum on effective lines. It should be directed by people dedicated to its mission and sailing on its own bottom toward the wide horizons of opportunity that lie open before it. If it is so designed and directed, it can count on the good will and high hopes that attended its early years and that we still hold for its future.

* * *

Senator BRADLEY. Mr. Stanford, thank you very much.

I wonder if you could give us some specific examples of what you believe are Park Service mismanagements?

Mr. STANFORD. The ship collection has been allowed to deteriorate gravely, and we stand the serious prospect of loss there, irreplaceable loss.

Now, true, when the Park Service was invited in, there was a thought that they would bring Federal money. That would have been fine if they had expended it in a manner that would encourage participation of the private sector. There has been no significant participation by the private sector.

These are verifiable facts, and I urge that we should go beyond these quick hearings to get those facts out. At the House hearing, the Friends of the Maritime Museum said they were going to hold a dinner. Well, the needs are on the order of $2.5 to $5 million per year annually from the private sector.

Now, that is mismanagement. There were and are people who would, some of whom I have spoken to, who are concerned with the ships but they will not under any circumstances contribute to the existing structure.

I have argued with them to do that, saying it is better to save the ships and let us fight over how they are governed later.

Beyond that, I would say there is something beyond mismanagement, because I think the management has areas of competence. There is something that a museum in this field should have which I can only call a seamanly quality, a can do, reaching out, sharing, get the job done way of going at things. That is what encourages private help.

With ships particularly, they are very organic. If a deck leaks this year, you have a charge of $10,000 to recaulk the deck. If it leaks for another year, however, you have a $50,000 charge to replace rotten wood. You have to know about those things and be on top of them.

Moreover, you have to have a glowing passion, a curatorial center to the thing. That is when people will contribute and support. It simply does not have that center now.

I think there have been a lot of harsh words in the press and elsewhere that there is a certain amount of abuse going on in the streets of San Francisco for and against Karl Kortum and that kind of thing; but are we not really confronting a structural problem? I think that is the root of the case.

Senator BRADLEY. Thank you very much, Mr. Stanford.

I would like to ask Mr. Whalen one question.

Could you explain for the committee the benefits and the advantages of classifying it as a separate unit of the National Park System?

Mr. WHALEN. Yes, Mr. Chairman. I think there are two principal benefits.

One, with my experience in the National Park System, the museum now is amalgamated or a part of the Golden Gate National Recreation Area and, therefore, does not get involved with line item funding from the Congress. We feel with a separate unit of the system that through the appropriations process more dollars will flow to the museum and its ships.

Secondly, I just suggest that possibly Mr. Stanford, reaching across the country from New York, may not be as familiar with the philanthropy that exists in the Bay Area, and that we do feel that in a proper situation that funding from the private sector could be made available to help us out. It has never been tried, and that is part of——

Senator BRADLEY. Why has it not been tried?

Mr. WHALEN. I am trying to answer. Part of our trying is this bill itself. This bill was not written by the National Park Service. This bill was going to be introduced by Congresswoman Burton just prior to her death and had been introduced by Chairman Udall from the House side right after that period of time.

Senator BRADLEY. Let me thank you, Mr. Whalen, Mr. Stanford and Ms. Kortum for your testimony. I appreciate it very much, as does the committee.

Our final panel today is concerned with S. 761: Larry Mankin, President, Council Bluffs Chamber of Commerce; John Nelson, President and CEO, The Redlands Group; and Gary Moulton, Ph.D., University of Nebraska.

Let me welcome all three of you to the committee. Please have a seat. As you have witnessed, we are trying to limit this to five minutes. It is not always successful, but if you could submit your full statement to the record and then just summarize, I think that it would facilitate matters greatly.

Let us begin with Larry Mankin, then John Nelson, and then Gary Moulton.

STATEMENT OF JOHN NELSON, PRESIDENT AND CEO, THE REDLANDS GROUP, INC., COUNCIL BLUFFS, IA, ON BEHALF OF WESTERN TRAILS, INC., ACCOMPANIED BY TOM KENNY, CITY COUNCILMAN, COUNCIL BLUFFS, IA; AND DENNIS BLACK, CHAIRMAN, OUTDOOR RECREATION AND NATIONAL RESOURCES STANDING COMMITTEE, HOUSE OF REPRESENTATIVES

Mr. NELSON. I guess I will go first, Mr. Chairman. My name is John Nelson. I have been asked by the board of directors of Western Historic Trails, Incorporated to deliver this most important message to you today. Our board consists of James McClymond, President of Peoples Natural Gas; Governors Terry E. Branstad, State of Iowa, and Kay Orr, State of Nebraska; Mike Harper, President of ConAgra, Incorporated; Robert Helmick, President of the United States Olympic Committee; Wayne Mangelson, State President of the Church of Jesus Christ of Latter Day Saints; Robert Ray, President, Life Investors of Iowa; John Ruan, President, Ruan Companies; V. J. Skutt, Chairman of the Board of Mutual of Omaha; and Mike Walsh, President and Chief Executive Officer of the Union Pacific Railroad.

With me today to answer questions but they will not be making a statement is Tom Kenny, who is a City Councilman from the City of Council Bluffs, and Dennis Black, who is the Chairman of the Outdoor Recreation and National Resources Standing Committee of the House of Representatives.

Senator BRADLEY. Let the committee recognize the two gentlemen who are accompanying those who are testifying and welcome them to the committee as well.

Mr. NELSON. Thank you. I am a resident of Council Bluffs, Iowa, where I am President of the Redlands Insurance Group. I appreciate very much the opportunity to speak to you about a project that is important to our Nation's future because this project will help us preserve, commemorate, interpret, and educate our Nation's citizens about an important part of our Nation's past.

The proposed National Western Historic Trail Center in Southwest Iowa would be the only center of its kind in the entire United States. It would be dedicated solely to the preservation and study of artifacts and information about the great western migration of the middle 1800s that changed the course of our national history.

To share with you information concerning the historical significance of the projects, I have invited Dr. Gary Moulton, a leading Lewis and Clark trails historian, to provide testimony.

STATEMENT OF DR. GARY MOULTON, UNIVERSITY OF NEBRASKA, LINCOLN, NE

Dr. MOULTON. Thank you, John.

Mr. Chairman, a century and a half ago the United States was east of the Missouri River. Thousands of immigrants longed to fulfill their dreams of owning land, raising families, worshipping as they choose, building communities and a little later discovering gold. Their dreams pushed their government and their churches to focus westward to explore and develop the great American west.

The Missouri River became the jumping off point for the great westward migration that followed. I, along with other historians, have verified for you that the most important center in that migration was the site that is today Council Bluffs, Iowa.

Keel boats dragged thousands of covered wagons across the Missouri River from Council Bluffs to what today is Omaha, Nebraska. This one location is at the convergence of a great many trails: the Missouri River itself; the Lewis and Clark Trail; the Mormon Trail; and the Oregon/California Trail. Many other trails converged here, too.

Scholars who have studied this are surprised at the dominance of the Council Bluffs/Omaha river crossing. This was the westward launching place for at least 10,000 gold rushers, some 50,000 Mormons, and more than 150,000 Oregon Trail travelers. It is estimated that some 350,000 persons migrated west between the years of 1841 and 1866.

I will leave for the record a copy of the historical study that we have worked on. It is titled "Why a National Historical Trail Center is Needed and Why It Should Be at Council Bluffs, Iowa."

The study was prepared by Dr. Stanley Kimball, a leading scholar of the Mormon Trail: Merrill J. Mattes, an Oregon/California Trail historian and former historian for the National Park Service; and myself.

Each of us has authored studies on the Western Historic Trail. I will quote just two brief passages from one of the studies.

First, There is a need for a National Western Historic Trails Center to focus the attention of Americans on the Missouri River as the boundary between the United States and the wilderness of Indian territory in the 19th century.

The Missouri River became the jumping off point for the great western migrations to Oregon, to California, Utah, Colorado and to other future states in the West.

While there are several such points along this river over a stretch of more than 200 miles, beginning at its northward bend at Kansas City, Missouri, the northernmost of these jumping off points, the Council Bluffs area, was the most important one during the overall covered wagon period of 1841 to 1866. It is one of the best qualified geographically, as well as the one most highly qualified by the criteria of national significance.

The second quote: The creation of a National Western Historical Trails Center at Council Bluffs will not only restore a valid name, Council Bluffs Road, to its proper place in history . . . It will also provide an opportunity to tell history as it actually happened.

It has been the consensus of most historians prior to our study that a majority of people migrating west jumped off from one of the southern crossings. In fact, during the primary migration period, 1848 to 1866, Council Bluffs has had more emigrant companies passing through there than any other jumping off place.

Merrill Mattes, who I mentioned earlier, has identified some 1,334 diaries kept by actual travelers during those years. Of the diary writers, 93 moved west from Nebraska City, 139 from Independence, Missouri, 312 from St. Joseph, Missouri. The diaries, though, indicate that 506 emigrant companies migrated west from Council Bluffs on the Council Bluffs Road.

In some years, it appears that the number of emigrants funneling through Council Bluffs equaled or exceeded those using all other Missouri River crossings combined.

So the historic significance of our site is unrivaled. That, in itself, is an important reason for the creation of a National Western Historic Trails Center, but there is another equally compelling reason.

STATEMENT OF LARRY MANKIN, PRESIDENT, COUNCIL BLUFFS CHAMBER OF COMMERCE, COUNCIL BLUFFS, IA

Mr. MANKIN. Senators, I am Larry Mankin.

There is no single center anywhere in the United States totally dedicated to research, to interpretation, to celebration of America's early western trails.

While there is a wealth of material on the western migration, that material is scattered among hundreds of museums, libraries, universities and private collections. That material on our western trails needs to be brought together for historians, sociologists, and writers.

Furthermore, there is no place for American families to study, to reflect and to experience this great pioneer migration. The National Western Historic Trail Center would offer that place.

Our proposed site is 400 acres of riverfront land in the southwest quadrant of Council Bluffs, Iowa. You can see by looking at the chart over there it is that large section in red.

It stands at the convergence of two modern day trails, Interstate 80 and Interstate 29, both which pass directly past the site. The Iowa Department of Transportation estimates that approximately 50,000 automobiles a day use these interstates.

Our site was the site of a major Mormon encampment which Senator Harkin referred to. In the year 1852, there were some 10,000 Mormons stretching nine miles east from the river.

Just south of the proposed site is the Lewis and Clark Camp White Catfish where the two famed explorers camped in the year 1804.

It is, in every respect, an appropriate site. It has river access. It has interstate access. It has proximity to many historical sites in the Council Bluffs/Omaha area, which incidentally is an urban area of some 600,000 people, as well as many other family attractions and services.

Located within a 15-minute drive of the site is the Fort Atkinson State Historical Park, the DeSoto National Wildlife Refuge and Bertrand Center, the Center for Great Plains Study, the Union Pacific Railroad Museum, the Western Heritage Museum, the Joslyn Art Museum, the General Dodge House and the Mormon Trail Monument.

The western part of the site is a 72 acre city park owned by the City of Council Bluffs. Tom Kenny, whom Mr. Nelson referred to earlier, can speak to the City Council's commitment towards that project.

Our plan, developed in consultation with historians and with state and Federal agencies, calls for developing the site in three zones.

First, an entry zone. The focal point of the entry zone would be a State of Iowa welcome center. To date, the State of Iowa has set aside some $250,000 for its project, and the governor and key legislative leaders are consistently optimistic in speaking about additional funding for the center. I have with me a letter from the governor of Iowa that I will submit today as part of our testimony.

We will continue to seek state funding to buy the land and pay the design fees for the tourist center.

Visitors would park here in the entry zone. You would learn about the trail center and about other historical sites in the area.

Next would be what we call the park and open spaces zone. This would include a picnic area, walking trails, interpretive display and other amenities designed to draw the visitor to the actual trail center headquarters building.

Finally, the celebration, interpretation and research zone. Here would be the headquarters building, the National Trail Center itself. This is the area that we believe would and should best be developed by the National Park Service. The headquarters would include interpretive and educational displays and audio-visual material to acquaint our visitors with the major western trails and their role in our Nation's history.

Outside, visitors could explore the living history area. They could walk along segments of the trail just like the pioneers did. Perhaps they could even ride a covered wagon.

They could visit a re-enacted pioneer campsite, a Mormon camp, Lewis and Clark camp, and an American Indian campsite.

Visitors could ride a keel boat either in an already-existing lake that is on the site or up and down the Missouri River itself.

Back inside the headquarters building, historians and others could use the archives and library. We envision a large enough collection along with sufficient study space to allow extensive research into the western trails and the people who used them. The library would serve historians, sociologists, ethnologists and researchers in other related fields.

The archives would promote scholarly research into the western trails through a national repository of historic documents and records related to our country's westward movement.

Because the center's exhibits will be changed periodically, part of the archives will be designed to safely store documents and artifacts until they are displayed.

Mr. NELSON. We have summarized the historical significance and, I hope, the importance of immediate action to insure the creation of a National Historic Trails Center.

What we are urging of this subcommittee is that you recommend to the committee itself the immediate passage of enabling legislation. This action would be a critical first step toward the preservation and celebration of a very significant but largely overlooked element of our Nation's history.

While we have provided you with a professional prepared development cost study, the exact cost of the center would have to be pinpointed as local, state and Federal studies continue.

At the same time, we have asked ourself how do you put a price tag on this part of our history. I do not know, but I do know that if we do not act to preserve this important piece of American history today, we may not have another opportunity.

In our opinion, a project as unique and significant as the Western Historic Trails Center would be an enduring investment. Its dividends would accrue to millions of American families, scholars, writers, artists and foreign visitors.

Through the National Western Historic Trails Center, we will be able to fully explore America's westward migration, to step inside, if only for a few exciting minutes, these stories which teach us of our western pioneers and native Americans, stories that they would not want us to forget.

Thank you for the opportunity to share our thoughts and feelings about the National Western Historic Trails Center. We urge you to take this step to help preserve the experiences of America's past.

Thank you.

Senator BRADLEY. Let me thank the entire panel for an excellent presentation. It was well organized, clear and well thought out. One might even say it was compelling.

Let me just ask you one question. As I understand, we are talking about 400 acres, 72 of which is a park and the rest is in private

hands. There is in the bill a condemnation process if people do not want to sell.

Now, the question is what kind of response have you gotten from the private owners? Have they expressed a desire to sell?

Mr. NELSON. Yes. We think the land can be acquired quite readily at competitive commercial prices.

Senator BRADLEY. I see. Very interesting.

Well, thank you so much for your testimony. Again, it was a very good presentation. We saved the best—well, I will not say that. It was a very good presentation.

[Whereupon, at 4:07 p.m., the hearing was adjourned.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

San Francisco Labor Council AFL-CIO

510 HARRISON STREET
SAN FRANCISCO, CA 94105-3104
(415) 543-2699

PRESIDENT
TIMOTHY TWOMEY
Hotel & Institutional Workers No. 250

VICE-PRESIDENT
PAUL DEMPSTER
Sailors Union of the Pacific
and All Constructions to

SECRETARY-TREASURER
WALTER L. JOHNSON

ASSISTANT SECRETARY
JEFFREY R. GREENDORFER

EXECUTIVE COMMITTEE
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Fire Fighters No. 798
WILLIAM CATALANO
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SHERRI CHIESA
Hotel & Restaurant
Employees & Bartenders No. 2
PAUL DEMPSTER
Sailors Union of the Pacific
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Sign, Display & Allied Trades No. 510
HAROLD HUSTEN
Steel Plate Fabricators No. 1
MARTIN JACKSON
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J. L. G. W. U.
AMAY ALONG
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HARRY LONDON
Bakery Workers No. 24
J. P. MARTIN
Automotive Machinists No. 1305
LAWRENCE MARTIN
Transport Workers Union No. 250-A
LARRY MAZZOLA
Plumbers & Pipe Fitters No. 38
ROBERT MCDONNELL
Operating Engineers Local No. 3
JIM O'DONOGHUE
Bartenders No. 41
JOSEPH OKANE
Retail Clerks Union No. 648
DAN MAHONEY
I.L.W.U. Longshore No. 10

TRUSTEES
AMES CROSS
United Steelworkers Workers No. 34
JOHN OVERSTREET
Machinists Employees Union
JOSEPH PROVATO
Electrical Workers No. 6

Executive Committee meets each Wednesday at 10 a.m.

Labor Council meets the second and fourth Monday at 7 p.m. Apostleship of the Sea Fremont & Harrison Streets

OCT 0 5 RECD

October 2nd, 1987

Senator Dale Bumpers, Chairman
Subcommittee on Public Lands, National Parks & Forests
Room 360, Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Bumpers:

Ten years ago the National Park Service in the form of the Golden Gate National Recreation Area, took over the San Francisco Maritime Museum and its sailing ship, BALCLUTHA. The museum was operated by a private, non-profit corporation chartered by the State of California---it created the museum in the Aquatic Park pavillion and purchased and organized the restoration of the badly deteriorated steel sailing ship BALCLUTHA. The latter accomplishment was only possible because of the large-scale contribution of labor by the Metal Trades Council.

The returns from charging admission to the BALCLUTHA when she was completed and put on display sustained the Museum for almost a quarter of a century.

This economic base and a skilled staff permitted the Museum to develop into an institution with a world-wide reputation for scholarship, research, collecting, and vivid displays for the public.

Simultaneously, the Museum persuaded the State of California to carry out another part of its program by establishing the historic ships at the Hyde Street Pier, purchase of the Haslett warehouse adjoining for a future museum, and creation of the gaslit Victorian Park in front of the building with an extension of the cable car line coming down Hyde Street hill into the park.

When the National Park Service took over all this ten years ago, a kind of atrophy set in. For one thing, three of its top officials have declared (on different occasions) that the Park Service "does not have much experience with museums". What they have experience with is visitor centers, something quite different.

The Park Service moved in top-level management with no museum experience (the excuse was that these were "administrators") and while paperwork vastly expanded the museum work did not--except for cataloguing, which is an understandable administrative function. But the spirit was out of the place--the staff was now just "going through the motions". And resenting it.

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Even as scholarly research declined and the library budget was cut deterioration became acute in the fleet of historic ships. This is particularly distressing to the Labor Council because of our contribution to make this array of vessels come about in the first place. Not only the BALCLUTHA, but it was the intercession of Harry Lundeberg, Secretary-Treasurer of the Sailor's Union of the Pacific, with Governor Goodwin Knight that caused the steam schooner WAPAMA and the three-masted lumber schooner C.A. THAYER to be purchased by the State of California in 1957-58. Mr. Lundeberg had sailed in vessels of this type himself; moreover, he was aware that his union was founded by men from the steam schooners and before that the sailing schooners.

The deterioration of the vessels was only partially the result of a tightened federal budget. Inexpertise on the part of management made its contribution when it came to dealing with the day-to-day maintenance of a floating fleet. These are administrators-not ship people (and not museum people). Incredibly, it is only this year, 1987, a full decade after they took over the vessels, that a complete restoration plan for the first of the ships, the WAPAMA, has been completed by outside hired consultants. The ineptitude of the park people in dealing with the museum and with the ships has been widely commented on in the national press.

All this is background. Just before her death, a press release from Congresswoman Sala Burton's office stated that she was going to introduce legislation to create a new "maritime unit in the G.G.N.R.A." which would include the museum and historic ships. Park Service officials said that the reason for this move was to give the ships greater visibility and make funding easier thereby.

This legislation, H.R. 1044, was finally carried by Congressman Udall. A hearing was held before the House subcommittee on parks, a number of San Franciscans were in attendance.

After that hearing, however, H.R. 1044 was completely rewritten in the east and along the lines that had little to do with the testimony presented at the hearing. Everything after the "be it enacted" clause is completely new language. It is perfectly obvious that the National Park service got hold of the bill and played a major role in rewriting this legislation. The new bill reflects comments by Denis Galvin, deputy directory of the Park Service, in testimony before the subcommittee.

Specifically:

The new language drops the word "museum" and substitutes the word "park". As Mr. Galvin noted, the Park Service does not administer "museums" (the Smithsonian does, he noted twice); it administers "parks".

However, the museum <u>is</u> a museum, no matter what the Park Service thinks it is. And at one time, created by an up-welling of interested San Francisco and Bay Area citizens, it was a world-class museum. The historic ships are <u>museum</u> ships.

The new language drops all references to the essential activities of a museum that were in the original legislation drafted in San Francisco: Research, collecting, displays, expeditions, history, etc. There is no language in the bill defining what a museum <u>is</u> and what it is supposed to <u>do</u>.

As best we can discover, no bonafide, experienced museum person had anything to do with this legislation.

The bill shrinks the present operation. Because of overcrowding over the years in the Aquatic Park pavillion building a sizeable library and a sizeable, climate-controlled storage facility were installed in Building E at Fort Mason--the two facilities occupy two floors out of three in this large structure and reportedly were created at

a cost of $800,000 each. They represent a significant improvement in the museum complex because they take the pressure off the eventual museum at Aquatic Park to accomodate library stacks and artifact storage. The eventual museum at Aquatic Park remains vague in the bill, but most certainly it will turn out to be a rehabilitation of the handsome old red-brick Haslett warehouse at the head of the pier where the historic ships lie and flanked by the coming and going of the cable cars. There is no room in the area to build a new museum building.

This future museum, whether constituted in the Haslett or in a theoretical new building is located "where the people are", cheek by jowl with the twelve million locals and visitors who come to Fisherman's Wharf each year. It should be devoted to what a museum basically exists for, to put displays before the public for their edification and pleasure.

However, the new legislation does not include Building E and its expensive refurbishing; the static functions for which this money was spent are to be crammed into the Haslett building. This is going backward. The Haslett should be almost exclusively for the accomodation of the public.

The new bill does not mandate restoration and maintenance plans for the historic vessels as the original language had done. It does not mandate keeping such vessels as the EPPLETON HALL, HERCULES and ALMA in working condition (so they can function on the bay) and the rest of the fleet in seamanlike condition.

In general the language in the new bill is static and favors the static: Making lists of collections, seeing to storage, dealing with interpretation. It is housekeeping, which the Park Service is very good at doing with parks. But house-keeping is not (except in a minor respect) what a museum is all about.

The Advisory Commission (which in the bill is to advise the Park Service on the new maritime unit) has been weakened further from its original rather weak role, and its minimum number of meetings cut from four to two a year.

In summary, this new legislation wipes from the face of the earth the once respected San Francisco Maritime Museum and substitutes one more National Park Service "park". The new bill defines the functions of this "park" in such a timid and flaccid way that one wonders what the Park Service sees for the future of the institution-- just another "visitor's center"?

A museum in its scholarship should be akin to a university and I must say that we resent Mr. Galvin's procrustean solution--if a museum is not palatable to his organization chop it down into something that is, a park.

The Labor Council has a vested interest in the future of the museum, not just stemming from the fact that many of our members actively participated in the creation of the museum and the BALCLUTHA in addition to the political intervention already described. For over a year hundreds of professional labor union members donated thousands of hours of skilled work to restoring the BALCLUTHA so that she could be put on display to the public and become, as I have said, the Museum's source of income.

Others of our members have served on the Museum's Board of Trustees and in a multiplicity of ways have contributed time, funds, and talent. It is the one museum in San Francisco to which the labor movement feels a particular attachment.

In its present form, we do not even see any point in the legislation.

An opportunity to define the activities and functions of world-class museum (perhaps even to the benefit of the Park Service if they could only see it) has been undermined by the Service's unremitting efforts to bring a museum into line with what they

understand----Yosemite and the Top of Old Smokey; trails and shelters and "Visitor control".

Any legislation having to do with the Maritime Museum should:

1) Be written by museum persons;

2) Define the role of a museum;

3) Have the word "museum" in the title of the institution and legislation;

4) Mandate restoration and maintenance of the historic ships to a "seamanlike" condition, except for three, which would be in "working" or "operating" condition;

5) Create a real Board of Trustees, meeting often to take over from or at least govern the "administrators" the Park Service sends (all museums have such boards);

6) Include Building E.

It may be that the Park service is unable to understand and implement a real museum. It may be that the Smitheonian is the best alternative. But to this point, there is not the slightest indication that the National Park Service is ready to give up turf, whether it understands it or not.

Sincerely,

Walter L. Johnson

Walter L. Johnson
Secretary-Treasurer
San Francisco Labor Council, AFL-CIO

WLJ:saj
OPEIU 3 AFL-CIO (11)

Resolution of the New Jersey Pinelands Commission

No. PC4-87-100 Date of Introduction 10/2/87

Title

RESOLUTION Expressing the Pinelands Commission's Support for Senate Bill 1165

Commissioner Snyder presents the following Resolution:

WHEREAS, the Pinelands Commission has reviewed Senate Bill 1165 which provides for an authorization of $21,200,000 for acquisition of lands within the Pinelands National Reserve, and $6,000,000 for planning and development of a visitor's center; and

WHEREAS, the Pinelands Commission views the continued acquisition of ecologically critical properties in the Pinelands National Reserve to be of utmost importance in achieving the objectives of the New Jersey Pinelands Comprehensive Management Plan which was approved by the Secretary of the Interior on January 16, 1981; and

WHEREAS, the Pinelands Commission is desirous of participating to the maximum extent in the siting and programming of facilities to educate the general public regarding the sensitivity of the ecological resources and intelligent uses of the Pinelands National Reserve; and

WHEREAS, Senate Bill 1165 provides funds to effectuate the continuing partnership between federal, state, and local units of government envisioned by the Congress and President of the United States in the enactment of the National Parks and Recreation Act of 1978.

NOW, THEREFORE BE IT RESOLVED that the Pinelands Commission:

1. expresses by virtue of this Resolution its support for Senate Bill 1165.

2. directs the Commission's Executive Director to transmit copies of this Resolution to the Congress of the United States, the Secretary of the Interior, the Governor of New Jersey, the Legislature of New Jersey, and counties and municipalities in the Pinelands National Reserve.

Record of Commission Votes

Commissioners	AYE	NAY	NP	ABS	Commissioners	AYE	NAY	NP	ABS	Commissioners	AYE	NAY	NP	ABS
Ashmun			X		Coleman			X		Lefke	X			
Auerbach	X				Darlington	X				McFadden			X	
Avery	X				Hogan	X				Worcross	X			
Brown	X				Hyres	X				Snyder	X			
Chavooshian	X				Lee			X		Parker	X			

Adopted at a meeting of the Pinelands Commission Date: October 2, 1987

Executive Director

Chairman

OFFICE OF THE GOVERNOR
STATE CAPITOL
DES MOINES, IOWA 50319
515 281-5211

TERRY E. BRANSTAD
GOVERNOR

October 5, 1987

Arlene D. Steege, Chairman
Pottawattamie County Board of Supervisors
227 South 6th Street
Council Bluffs, Iowa 51501

Dear Ms. Steege:

We were pleased with the interest and involvement of Iowa communities in the developing of the Welcome Center Pilot Projects. A total of 46 proposals requesting over $9 million in state funds was submitted for review. Ten projects were approved on September 10, 1987 by the Department of Economic Development Board with nearly $1.9 million of the allocated $2 million committed to projects.

Although your project was not selected as one of the ten, the Department reported to me that your proposal was innovative and your extensive plan for the National Western Historic Trails Center shows commitment to the project. The current traffic in your area at existing attractions including Bluffs Run and Manawa State Park, the anticipated traffic at the Trails Center, and your location as an entry point to Iowa via Interstate 80 make your site a natural for future welcome center developments.

The bill that established the pilot projects, HF 540, also calls for a long range plan which is due to the legislature in January 1988. I encourage you to be involved by providing input for the plan. The plan will also make recommendations on the location for future centers.

I strongly support your aggressive efforts to pursue funding from the United States Department of Interior. Your project has tremendous potential for your area as well as the State of Iowa. Should some federal commitment be obtained, Allan Thoms of the Department of Economic Development has assured me that a state commitment would be likely.

Sincerely,

Terry E. Branstad
Governor

TEB:cd

cc: Larry Mankin
Council Bluffs Chamber of Commerce

NATIONAL WESTERN HISTORIC
TRAILS CENTER

FEASIBILITY STUDY

SUMMARY

WESTERN HISTORIC TRAILS CENTER FEASIBILITY STUDY COUNCIL BLUFFS, IOWA

WESTERN HISTORIC TRAILS CENTER

COUNCIL BLUFFS, IOWA

No other element of America's culture has appealed to our imagination more than the movement of our nation westward. As recently as two hundred years ago the trails that guided our nation west ended at the Mississippi River. What lay beyond it was a vast, unknown land, inhabited by native peoples, but traveled by only a few rugged European fur traders brave enough to endure its hardships.

The existence of this uncharted land served as a challenge to the American spirit. It was this uncharted land that prompted President Thomas Jefferson in 1803 to commission Lewis and Clark to explore this territory. Their expedition to explore the lands of the Missouri River and befriend the native peoples led them on a two-year, 8,000-mile journey through Iowa, Nebraska, South Dakota, and the Great Northwest.

Spurred by the accounts of the trail Lewis and Clark forged through the West, the Prussian naturalist, Prince Maximilian and the Swiss artist Karl Bodmer together embarked on a 5,000-mile scientific expedition in 1833 up the Missouri River to study and record the Plains Indians.

Twenty years later, The Latter Day Saints (the Mormons) opened another trail 1300 miles long in their flight from religious persecution. Starting in Illinois, the Mormon trail wound through Iowa, Nebraska, and Wyoming, stopping in Utah where the Mormons finally settled and found the freedom they searched for.

At the same time, in the 1850's, thousands of gold seekers, homesteaders, and pioneers followed the Oregon Trail and its promise of a new life in the West. Within the brief span of fifty

years, the dream of an American continent open from sea to sea became a reality.

Lewis and Clark, Maximilian and Bodmer, the Latter Day Saints, and thousands of the nameless travelers of the Oregon trail, share a common bond in their routes across the American continent: their separate paths converged and crossed in southern Iowa on the banks of the Missouri River near the area we now know as the Council Bluffs-Omaha region. Because of its ideal location in the Plains region--at the spot that marked the upper and lower boundary of the Missouri--the Council Bluffs-Omaha area became a natural stopping point, one that provided both provisions and security to the seekers who sought its refuge.

The convergence of these trails at the Missouri River near Council Bluffs-Omaha was more than just a meeting of paths. Rather it became a crossroads of the history of the cultures where thousands of travelers stopped, took stock, and indelibly left their mark on history.

WESTERN HISTORIC TRAILS CENTER--A NATIONAL NEED

For most Americans, the Lewis and Clark Trail, and the Mormon Pioneer Trail are but lines on maps in old history books. Few Americans understand the significance these designated National Historic Trails had on our nation's development. Very few Americans know of the contribution the Maximilian and Bodmer Expedition made to our understanding of the lives and culture of the Plains Indians. Even fewer Americans know specific events or sites along these trails. And, perhaps but a few hundred know of the vital role the Council Bluffs-Omaha area assumed in the movement of our nation westward.

Investigating tourism in the Midwest and Iowa in particular, the 1985 Recreation, Tourism, and Leisure Study (RTL) Committee of the Iowa Legislature discovered why this exciting part of our history lies unopened for so many of our nation's travelers.

In its analysis of nearly 140 historic and cultural sites in the Midwest, the RTL Committee learned that not one has educational facilities or programs which directly interpret and celebrate this past era. Thus, for many travelers, the monumental significance of the Lewis and Clark and Mormon Trails, the Maximilian and Bodmer Expedition, other historic treks, and our nation's westward movement remains undiscovered.

Volumes of historic data about the early exploration of the West and the eventual westward movement of the country exist. Unfortunately, the valuable material is scattered throughout the country and Europe (France and Spain). From its study, the RTL Committee saw that the nation clearly needs a central information, archival and interpretive facility, a **Western Historic Trails Center**, where we can experience, explore, celebrate and research the history of the "highways of our past".

PURPOSE OF A WESTERN HISTORIC TRAILS CENTER

Unlike any other existing facility or program dedicated to our nation's history, the National Western Historic Trails Center will allow us to **celebrate, interpret, and research** our pathways of westward movement--an era that touched and inspired the minds of Americans and people worldwide.

* Through its re-creations of historic sites and trek activities, visitors will experience some of the excitement, wonders, and challenges the early explorers must have

encountered. Visitors to the Western Historic Trails Center will come to understand the hope which inspired the early explorers and settlers to continue their journey--and the sacrifice and dedication which they needed to complete it.

* Through the Center's educational and interpretive programs, exhibits, and guided and self-guided tours, the curious student in every traveler will learn of the western trails and their impact on America and the lives of its citizens.

* And through its archives, research facilities, library, and artifact depository, the Western Historic Trails Center will concentrate historic data and relics in a permanent and secure home--one which will serve scholars in their exploration of what John Steinbeck called "westering," the journey toward the new frontier.

In essence, the Western Historic Trails Center will allow each visitor to experience, explore, and celebrate our nation's treks to the west.

LOCATION OF THE WESTERN HISTORIC TRAILS CENTER

The national scope of the Western Historic Trails Center demands that its location be historically significant and easily accessible to national, state, and local populations. Given the intersection of the Lewis and Clark and Mormon Pioneer Trails near the Council Bluffs-Omaha area, the RTL Committee, with the support of Council Bluffs' community leaders, analyzed the feasibility of creating the Center near Council Bluffs. The results of the study show that the history and location of Council Bluffs make it the most appropriate site for a national Western Historic Trails Center.

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HISTORIC SIGNIFICANCE OF COUNCIL BLUFFS

For centuries, Council Bluffs has been destined to play a significant, exciting role in our nation's history and development. Long before white men saw the New World, native peoples, among them the Oto, Missouri, Pawnee, and Iowa tribes, held their councils near the bluffs. The area was a natural meeting place. The Missouri River provided easy access and food. The prairies and timber groves covering the steep bluffs offered shelter and other provisions.

In 1804, Lewis and Clark, looking for a suitable site for their first meeting with delegates from the Oto and Missouri tribes, camped on a smooth stretch of bottomland on the west bank of the Missouri which they called "Councile Bluff" or Handsome Prairie. In his journal, Clark noted that the site was a natural place for a fortification and trading post. The soil was suitable for making building bricks, and the timber groves would supply the wood. And rafts and canoes loaded with furs from Osage, Oto, Pawnee, Omaha, Yankton, and Oglala villages passed through the area on their way to St. Louis.

By 1820, only fifteen years after Clark's prophetic observation, several American fur companies had set up trading posts in the Council Bluffs area. The Missouri Fur Company established its headquarters at Fort Lisa, a few miles south of the spot where Lewis and Clark met the Oto-Missouri delegation. The Columbia Fur Company built posts above Council Bluffs. Independent entreprisers likewise established stations in the Council Bluffs regions. One such spot, Trader's Point, became a favorite crossing place on the Missouri.

In 1833, Prince Maximilian of Prussia, a naturalist and ethnologist, and Karl Bodmer, an accomplished Swiss artist, studied and

recorded the Plains Indians of the upper Missouri River and the landscapes they occupied, a region which included the Council Bluffs-Omaha area. Their scientific report, second only to the Lewis and Clark journals, provides a detailed account of the Plains Indians and their culture before America's expansion dramatically altered their land and their way of life.

In the 1830's, the Council Bluffs area became the temporary settlement of the Potawatomi tribe. Forced to abandon all their lands in northern Illinois and southern Wisconsin by a federal treaty, the Potawatomi were moved to a reservation in western Iowa. Some of them settled at the site of present-day Council Bluffs, others within a ten to fifteen-mile radius of the area.

Their stay was short, however, because by the spring of 1843, many of the emigrants on their way to Oregon were moving through Iowa, most of them probably crossing the Missouri in the Council Bluffs area. In 1846 the federal government decided that an Indian reservation so close to the most direct route to the Pacific coast was impractical. Through another treaty, the Potawatomi surrendered all their lands in Iowa and, by 1847, most of the Potawatomi, once proud hunters, had moved to Kansas.

In the 1840's and 1850's, Council Bluffs became a natural sanctuary for the Mormons in their arduous quest to establish their community free from religious persecution. Driven from their settlement in Nauvoo, Illinois, the first Mormons crossed the Mississippi into Iowa in 1846. In their journey across southern Iowa, they followed an Indian trail through Potawatomi country to the Missouri River, settling at Council Bluffs at a spot they called "Miller's Hollow."

The settlement, however, was also only temporary. In July, 1846, a battalion of 520 Mormon men left Council Bluffs for California, recruited by the U.S. military to serve in the army in the war

against Mexico. In 1847, the first group of Mormons (148 in all) headed westward for the mountains. Between 1846 and 1852, some 14,000 Mormons stopped in Council Bluffs on their way to Salt Lake Valley, Utah, their final settling place.

In the 1850's, thousands of gold seekers, farmers, miners, and pioneers traveled by steamboat, stage coach, or prairie schooner to Council Bluffs. And in the 1860's, when the railroads forged a new era in America's expansion, Council Bluffs again was destined to play an important role as the eastern terminus of the Union Pacific Railroad, our country's first transcontinental railroad.

The wealth of information available about Council Bluffs conclusively shows that more people passed through Council Bluffs on their way West than through any other place in the country.

Figure 1 illustrates the proposed and existing national trails of historic and scenic value.

ACCESSIBILITY OF COUNCIL BLUFFS

Council Bluffs, once again, is destined to make a significant contribution to our nation because of its unique location. Heavily traveled, east-west Interstate 80 intersects with north-south Interstate 29 in Council Bluffs. Interstate 80 as well as other U.S. and state highways span the Missouri River to connect Council Bluffs with Omaha to form one of the midwest's major metropolitan centers. Twenty miles north on Interstate 29 lies Desoto Bend National Wildlife Refuge, a popular recreational area which includes the Bertrand Riverboat Museum. Omaha's Joslyn Art Museum is the permanent home for the Prince Maximilian and Karl Bodmer papers and paintings.

The immediate Council Bluffs-Omaha metropolitan area supports

numerous facilities that offer travelers cultural, recreational and educational opportunities. Among them are Lake Manawa State Park, Fontonelle Forest, Lewis and Clark Park, Dodge Park, the General Dodge House, the Mormon Cemetery Monument, the Union Pacific Historic Museum and many others, all located on or very near the Missouri River. All of these facilities indicate that Council Bluffs and Omaha have indeed strived to spotlight the history of the country's western expansion and the sxploration, settlement and transportation routes that passed through these communities.

Travelers to the Council Bluffs-Omaha region will also find available a full range of transportation and hospitality services including vehicle maintenance and service, lodging, food services, public transportation and commercial airline service.

SELECTED SITE FOR THE WESTERN HISTORIC TRAILS CENTER

Located on 400 acres of undeveloped agricultural and flood plain property in west-central Council Bluffs, the site chosen for the Western Historic Trails Center is strategically located adjacent to Interstates 80 and 29. Two thousand feet of Missouri River shoreline run the length of its western boundary. The site, divided naturally into two distinct landscapes by a flood control levee, will ideally compliment the many activities, buildings, roads, and other constructed facilities needed to fully support the Western Historic Trails Center.

The eastern three quarters of the site will provide necessary and convenient vehicle access to the interstate highways, public and commercial services for travelers, and recreation activities for people who desire extended visits to the Center. The western one fourth of the Center's property, presently used as a city park, offers ample tree cover, change in topography, and access to the

Missouri River to make it an ideal location for the Center's celebration, interpretation, and research activities. These functions all require physical isolation from the urban land use of the surrounding vicinity to create a setting reminiscent of the landscape of over 100 years ago.

ELEMENTS OF THE WESTERN HISTORIC TRAILS CENTER

Because the Western Historic Trails Center will serve a variety of visitors with different needs, it will be planned and developed in four distinct zones:

- an Entry Zone
- a Visitor Services Zone
- a Recreation Services Zone
- a Celebration, Interpretation and Research Zone

Figure 3 illustrates a conceptual plan for the four zones planned for the Center site.

ENTRY ZONE

Because of its national importance, the Western Historic Trails Center needs a front door--an entry which expresses its significance and introduces visitors to the experiences it offers. To create this entrance, extensive plantings, ponds and waterways will be installed; rolling hills will be graded, and high-quality site amenities will be constructed.

A tourist information facility will introduce new visitors to the Center as well as provide tourism information and local trip planning services for motorists traveling through western Iowa and eastern Nebraska. Conceived as one of the first of a new genera-

tion of ultramodern interstate information centers for Iowa, this facility will be open all year to serve the wide variety of traveler needs.

VISITOR SERVICES ZONE

As did the travelers of the 1800's, many of the visitors to the Western Historic Trails Center will have journeyed some distance to experience its opportunities. Many of the 400,000 to 500,000 visitors predicted to visit the Center annually will need food, vehicle service, and lodging creating a demand for new hospitality facilities and services in the Council Bluffs-Omaha area.

Privately-owned facilities in the Visitor Service Zone will meet many of these needs. A limited number of restaurants and service stations will allow travelers to enjoy the Center at a leisurely pace. Several quality motels would accommodate those travelers who prefer a longer stay at the Center. Dormitory-style and hostel-type lodging would be available to cater to group travelers or those on limited budgets.

The primary purpose of the Visitor Service Zone is to offer basic services most travelers will need while they visit the Center. Special attention to the design and location of all facilities in the Zone will insure that the Western Historic Trails Center does not become just one more "tourist trap." This attention will also insure that the Center's facilities will compliment other quality commercial services near the Center's site.

PARK AND OPEN SPACES ZONE

The Recreation Services Zone will meet other needs of the Center's

visitors: it will offer parking and recreation facilities. As the hallway to the Celebration, Interpretation, and Research Zone, this area of the Center will also lead visitors to the primary controlled pedestrian entrance to the Western Historic Trails Center Headquarters.

Parking facilities will accommodate 300 autos and up to 100 buses. There will be convenient landscaped walkways from the parking area to the recreation facilities and the Center's Headquarters.

The recreation facilities, carefully designed to coordinate with the Center's themes, will provide travelers with a park-like environment where they can picnic and relax. This section of the zone will also feature adventure play areas for children.

CELEBRATION, INTERPRETATION, AND RESEARCH ZONE

The Celebration, Interpretation, and Research Zone will be divided into interior and exterior areas. The Western Historic Trails Headquarters, a facility that will provide exhibits, programs, archives, and a library, will offer visitors with interior experiences throughout the year. West of the Headquarters, the Living History section of this zone will incorporate several living history sites, a keel boat trek, and a riverfront trail connection. The availability of these opportunities will naturally depend on the season.

WESTERN HISTORIC TRAILS HEADQUARTERS

The Western Historic Trails Headquarters, the centerpiece of the Western Historic Trails Center, will be the focal point

of this national project. With its planned location on the west side of the levee, the Headquarters will be physically separated from the other service zones. Thus, as visitors move from the eastern boundary of the Center to the western section, the surrounding environment will visually prepare them for the activities and experiences the Headquarters and Living History Sites will offer.

A pedestrian walkway will lead visitors over the levee to the entrance of the Headquarters where a single, controlled access point will allow the Center's management to monitor visitors and collect an entry fee.

Once inside the Headquarters, visitors will have several different activities available to learn about our nation's western trails. As Figure 4 illustrates, the Headquarters facility will be divided into distinct units, each designed for a specific purpose. It is the housing of all of these separate units in one facility that will clearly establish the national reputation of the Western Historic Trails Center.

Orientation and Information Area: Just beyond the controlled entry, most visitors to the Headquarters will first stop for orientation and information, a preview, of this portion of the Center. Here, they will receive a brief orientation to the Celebration, Interpretation and Research Zone and informational material about the exhibits, events, and available activities.

Western Trails History Museum and Exhibits Room: Most likely many visitors to the Headquarters will stop at the History Museum and Exhibits Room to learn about our westward movement through some of its artifacts and interpretations of the major historic events surrounding

that expansion. Explanatory material will guide the visitor through the exhibits. The artifacts in this room will be changed periodically.

Auditorium: The Western Historic Trails Headquarters will also offer both general and customized educational programs about the people and places of the western trails in its auditorium. Tour groups and school groups that visit the Headquarters will also find the auditorium a convenient place to congregate.

Living History Crafts and Exhibits Room: Open year round, this room will offer visitors hands-on experience with the crafts and activities our ancestors knew. Here, for example, a visitor might grind corn into meal or help build a replica of a Mormon hand cart. As with the artifacts in the Museum and Exhibits Room, the activities here will change periodically, thus offering the repeat visitor new experiences.

Trip Planning Services: Those visitors who wish assistance in retracing the paths of the country's first trailblazers will find detailed information and maps as well as trained personnel in the Trip Planning Services section.

Souvenir and Gift Shop: Because many visitors may want to remember their visit to the Western Historic Trails Center through a physical article, the Headquarters will include a gift shop. Only items that have a cultural or educational connection with the Center will be offered here. For instance, visitors might purchase books, prints, or food or clothing items, made at the Center.

Hospitality Services: A small snack bar and restroom facilities will help insure that visitors are comfortable during their visit to the Headquarters.

Much of the appeal of the Headquarters will center on its ability to attract, inspire and educate visitors who previously had little or no understanding of the nations's historic trails. The second group to benefit from the Headquarters will be scholars, researcher, and trained amateurs with a directed interest in the country's trails. Their special interests will be matched with special facilities in the Headquarters.

Western Historic Trails Library: For historians, sociologists, ethnologists, and researchers in other related fields, the library will offer materials and space for the study of the western historic trails.

Archives and Storage Room: To promote scholarly research into the western historic trails, the Headquarters will include a national repository of historic documents and records related to our country's westward movement. Because the Center's exhibits will be changed periodically, part of the Archives will be designed to safely store documents and artifacts until they are displayed.

Meeting Rooms: For cultural and historical groups that need a central meeting place and administrative offices, the Headquarters will also offer a variety of meeting and conference rooms as well as limited office space. Here these groups can conduct their business in an environment in touch with their purposes.

Administrative Offices, Service and Maintenance Shop: Given the scope of the Western Historic Trails Center, its administrative offices providing management, security and communication functions and the service and maintenance shop will be properly located in the headquarters.

LIVING HISTORY AREA

From the interior of the Western Historic Trails Headquarters, visitors will have a panoramic view of the opportunities available to them in the Living History Sites of the Western Historic Trails Center. Depending on their reasons for visiting the Center and the time they have, visitors can participate in several activities, each one specifically designed to illustrate and celebrate the historic significance of America's westward expansion.

Living History Sites: For the modern traveler, so accustomed to today's technology, the authentic re-creations of several historic sites will be memorable experiences. Principal sites now planned will include a Native American camp, a Lewis and Clark Camp, and a Mormon commerce camp as well as others.

Each of these living history sites will incorporate dynamic activities: visitors will not only see how our ancestors, for instance, grew, gathered, and prepared their food, constructed their homes, manufactured their tools and goods, and carried on their trades, but also participate in some of these activities. As in the Western Trails Activity Room in the Headquarters, visitors will be encouraged to experience history personally, not just view it from a distance.

Keel Boat Trek: Visitors who seek another dimension to their trip to the Western Historic Trails Center can embark on one of the planned keel boat treks. Aboard a re-creation of the Lewis and Clark flotilla, adventurers can choose to explore the inland waterway of the Center or spend several hours on a journey up the Missouri River. On every trip, guides will enlighten the travelers about life of the Missouri: its vegetation, its wildlife, its flooding patterns, and its historical significance to our westward movement.

Missouri Riverfront Trail: When they visit the Western Historic Trails Center, many adventurous travelers with the exploring spirit will want the actual experience of following a trail. The Missouri Riverfront Trail, a bicycle and hiking trail winding north and south along the Missouri River, will allow these visitors to have such an experience. This re-creation of a segment of an historic trail will extend the Center's interpretive programs off the Western Historic Trails Site and allow its modern trailblazers to visit many different recreational and cultural sites--satellites of the Center--on one main route. Establishing this trail offers a significant opportunity to provide convenient, safe and pleasant access to a growing inventory of cultural, historic and recreation sites throughout the Council Bluffs area.

SATELLITE SITES AND FACILITIES

Within several miles of the Western Historic Trails Center at least five sites offer added historic significance for the programs and exhibits of the Center. Several of these and others provide

recreation opportunities such as hiking, bicycling, boating, camping and general sight-seeing. With proper development and management, these sites have the potential to clearly compliment the facilities of the Center by offering additional incentives for people to visit and enjoy this fine array of culture and recreation amenities.

These sites, as illustrated in figure 2, include:

MORMON BATTALION ENCAMPMENT SITE

This site, the 1846 mustering grounds for a battalion of 520 Mormons who were recruited to serve in the war against Mexico, could provide re-creations and re-enactments of the mustering and military activities or other facets of the Mormon influence on the Council Bluffs-Omaha area.

MORMON BATTALION TREK

From the mustering grounds, the Mormon Battalion journeyed south to Ft. Leavenworth on its travel to California. Re-creating this trail on or near its original alignment would provide history enthusiasts, hiker and bicyclists alike with an exciting opportunity to observe a portion of the landscape of this historic trek and to follow other cultural and recreation trails of the area.

MORMON PIONEER TRAIL RETRACEMENT

The route on which most Mormons traveled through the Council Bluffs area is well documented but not appreciated nearly to the extent it deserves. A trail from the origination point of the Mormon Battalion Trek running six miles to the Missouri River generally along highways 92 and 275, would meet several

objectives. First, as visitors walk or bicycle along this "Heritage Trail" they could view displays that interpret travel on western trails, the Mormons and their influence on the Midwest and Council Bluffs. Additionally, a significant historic resource would be preserved and brought under proper management. The trail retracement could end where it would intersect with the Missouri Riverfront Trail or, more ideally continue on across the river for a more extensive trail retracement in Omaha.

LEWIS AND CLARK—CAMP WHITE CATFISH LIVING HISTORY SITE

Typical expedition activities such as food and game gathering and processing, trading, keel boat repair and use, and other routine and special duties could be periodically re-enacted at the approximate location of Camp White Catfish--Lewis and Clark's longest five-day stay in this immediate area.

LEWIS AND CLARK KEEL BOAT TREK

Camp White Catfish offers one possible southerly end for the Lewis and Clark Keel Boat trips which would originate at the Western Historic Trails Headquarters. Other turnaround points offering different trip lengths certainly exist along the river to the south and the north.

POTENTIAL VISITATION, ECONOMIC IMPACTS AND ESTIMATED COSTS

Information about other Midwest facilities similar in size and theme to the proposed Western Historic Trails Center suggests that the fully developed Center could attract from 400,000 to 500,000 or more visitors annually from across the country as well as the local

region. Because of the Center's proximity to the interstate highways, it is ideally suited to become an "in route" destination for many cross country travelers during all times of the year.

The diversity of exhibits and activities scheduled for the Celebration, Interpretation and Research Zone will likely cause most visitors to spend anywhere from one half to an entire day enjoying the activities at the Headquarters and Living History Sites. In turn, many of the Center's visitors will also need lodging, food, and auto service. And they may also visit other cultural, recreation and tourism attractions in the Council Bluffs-Omaha area.

The economic impact of the Center and the influx of visitors to the Council Bluffs-Omaha community will be significant. The initial impact will be realized through the construction of the Center--at a cost of at least $10 million--and the jobs which that capital spending will directly and indirectly create for the duration of the project's development and construction.

Once initial construction of the Western Historic Trails Headquarters and the Living History Sites is finished, the operations of these areas will generate 30 new permanent jobs as well as a number of seasonal jobs. Development and operations of the other zones of the Center will likewise create a significant number of new full time and seasonal job.

When the Western Historic Trails Headquarters and the Living History Sites are fully operational, the Council Bluffs and Omaha communities could yearly receive the benefits of $7 to $8 million of travel- and tourism-related spending by visitors to the Center. That spending for lodging, food, transportation services and other items could generate 200 to 250 new jobs in the region, and it would have an overall indirect economic impact of as much as $15 to $18 million annually in the region.

NEXT STEPS

A visit to the site of the Western Historic Trails Center today will reveal crop fields, a small city park and several acres of woodland near the Missouri River. Much remains to be accomplished before the first visitor can enjoy and appreciate the many facets of the Western Historic Trails Center.

In addition to the initial support which the Center has received from the Recreation, Tourism and Leisure Committee of the Iowa Legislature and community leaders of the Council Bluffs-Omaha area, the formation of a not-for-profit corporation specially organized for the Western Historic Trails Center is now in its planning stages. Members are now bein recruited for the corporation's first board of directors, a group representing national, state and local interests in the country's western expansion and the historic explorations, expeditions and trails that made it possible. It is envisioned that the board of directors would provide the leadership and direction for acquiring property, planning and managing the Center's growth and operations, and the development of the Center's facilities.

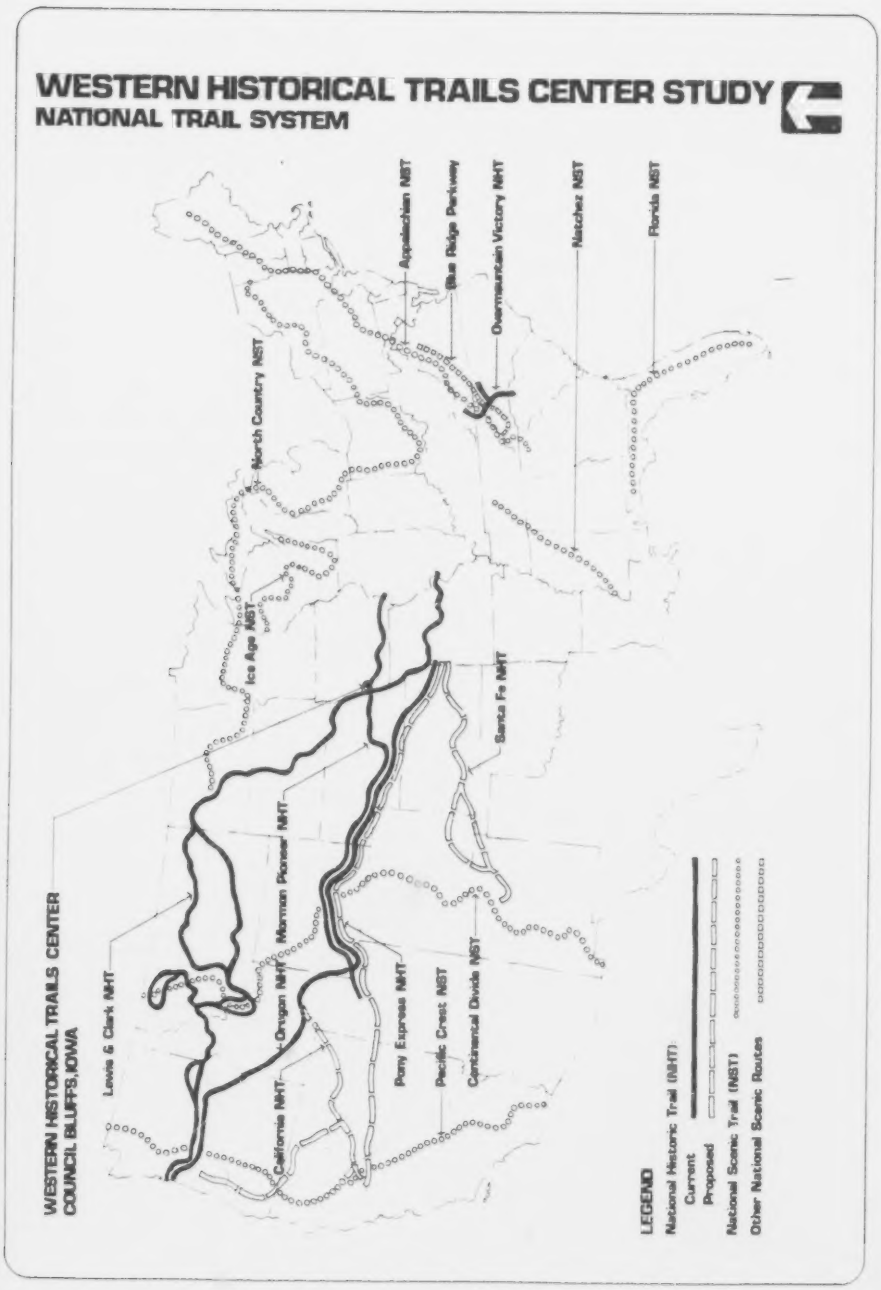
WESTERN HISTORICAL TRAILS CENTER STUDY
NATIONAL TRAIL SYSTEM
WESTERN HISTORICAL TRAILS CENTER
COUNCIL BLUFFS, IOWA
Lewis & Clark NHT
California NHT
Oregon NHT
Mormon Pioneer NHT
Pony Express NHT
Pacific Crest NST
Continental Divide NST
Santa Fe NHT
Ice Age NST
North Country NST
Appalachian NST
Blue Ridge Parkway
Overmountain Victory NHT
Natchez NST
Florida NST
LEGEND
National Historic Trail (NHT)
Current
Proposed
National Scenic Trail (NST)
Other National Scenic Routes

Figure 1

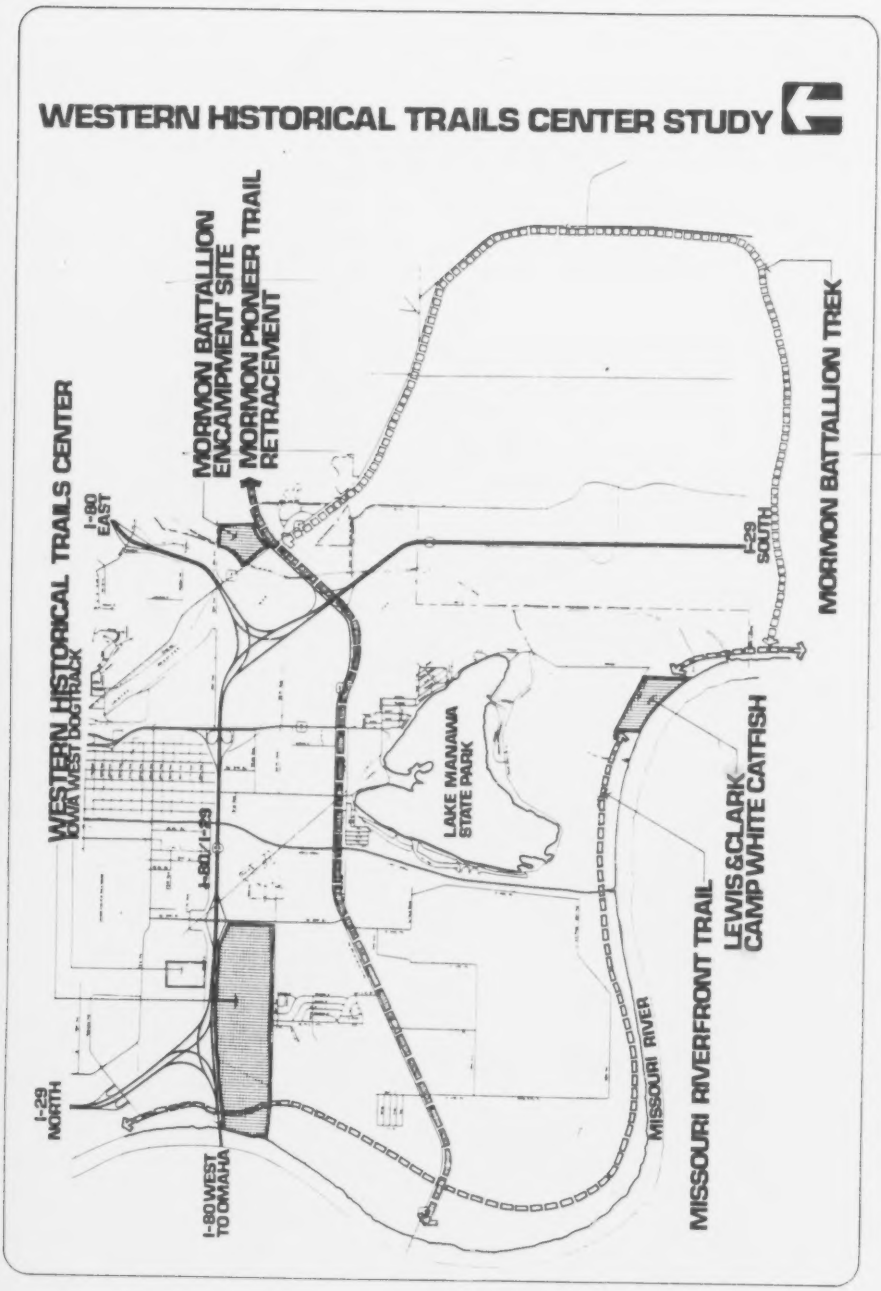
WESTERN HISTORICAL TRAILS CENTER STUDY
MORMON BATTALLION ENCAMPMENT SITE
MORMON PIONEER TRAIL RETRACEMENT
I-80 EAST
WESTERN HISTORICAL TRAILS CENTER
IOWA WEST RACETRACK
I-80/I-29
LAKE MANAWA STATE PARK
I-29 SOUTH
MORMON BATTALLION TREK
I-29 NORTH
I-80 WEST TO OMAHA
MISSOURI RIVER
MISSOURI RIVERFRONT TRAIL
LEWIS & CLARK CAMP WHITE CATFISH

Figure 2

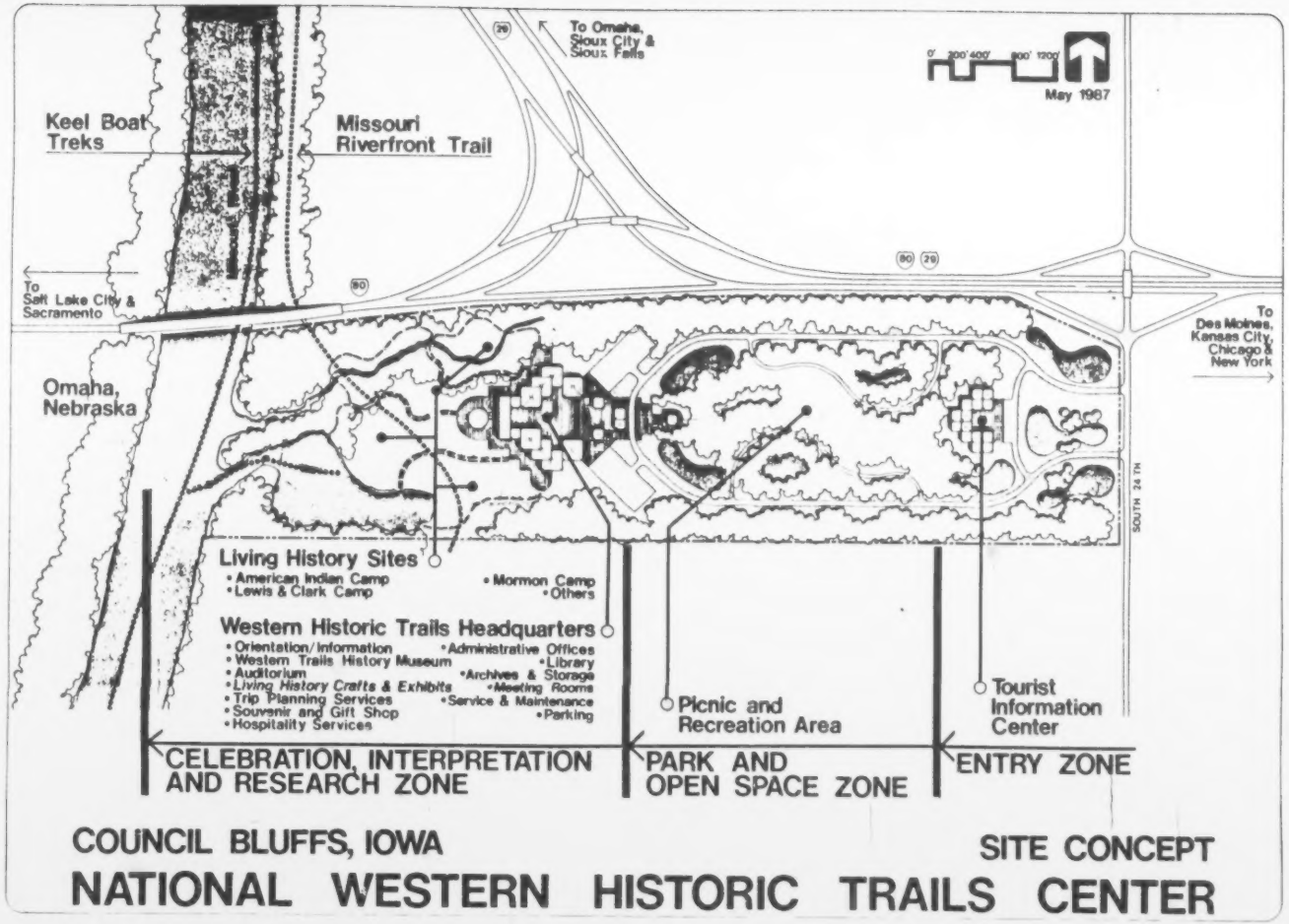
To Omaha, Sioux City & Sioux Falls
0' 200' 400' 800' 1200'
May 1987
Keel Boat Treks
Missouri Riverfront Trail
To Salt Lake City & Sacramento
Omaha, Nebraska
To Des Moines, Kansas City, Chicago & New York
SOUTH 24 TH
Living History Sites
• American Indian Camp
• Lewis & Clark Camp
• Mormon Camp
• Others
Western Historic Trails Headquarters
• Orientation/Information
• Western Trails History Museum
• Auditorium
• Living History Crafts & Exhibits
• Trip Planning Services
• Souvenir and Gift Shop
• Hospitality Services
• Administrative Offices
• Library
• Archives & Storage
• Meeting Rooms
• Service & Maintenance
• Parking
Picnic and Recreation Area
Tourist Information Center
CELEBRATION, INTERPRETATION AND RESEARCH ZONE
PARK AND OPEN SPACE ZONE
ENTRY ZONE
COUNCIL BLUFFS, IOWA
SITE CONCEPT
NATIONAL WESTERN HISTORIC TRAILS CENTER

Figure 3

WESTERN HISTORICAL TRAILS CENTER STUDY
HEADQUARTERS CONCEPT
To Recreation Facilities
Theme Piece Sculpture
To Parking
To Recreation Vehicle Campground
Entry
Administrative Offices
-Staff/Management
-Security
-Communications
Controlled Access
Hospitality Services
-Snacks
-Restrooms
Limited Access
Service Access-Deliveries
Service, Maintenance, Shop
Meeting Room
Meeting Room
Library
Archives, Storage
History Museum/Exhibits
Orientation/Information
Auditorium
Souvenir And Gift Shop
Living History Crafts And Exhibits
Trip Planning Services
To Living History Sites
Panoramic Views Of Living History Sites
From Living History Sites

Figure 4

Inquiries regarding the Western Historic Trails Center can be directed to:

Recreation, Tourism and Leisure Study Committee of the Iowa Legislature
c/o: David L. Dahlquist, Project Director
208 Fifth Street
P. O. Box 346
Ames, IA 50010
(515) 232-3396

Gerry Schnepf, RTL Committee Chair
Iowa Natural Heritage Foundation
Insurance Exchange Building, Suite 830
505 Fifth Ave.
Des Moines, IA 50309

Council Bluffs Chamber of Commerce
c/o: Larry Mankin, Executive Director
Council Bluffs Chamber of Commerce
119 South Main
Council Bluffs, ~~IA~~ 51501
(712) 325-1000

HISTORICAL STUDY

WHY A NATIONAL WESTERN HISTORIC TRAILS CENTER IS NEEDED AND WHY IT SHOULD BE IN COUNCIL BLUFFS, IA

Study prepared by western historic trails authorities Dr. Stanley B. Kimball, Merrill J. Mattes and Dr. Gary E. Moulton, all currently publishing significant new books on western historic trails.

Introduction

HISTORICAL FACTORS OF NATIONAL SIGNIFICANCE

There is need for a National Western Historic Trails Center to focus the attention of Americans on the Missouri River as the boundary between the United States and the wilderness of Indian territory in the mid-19th century. The Missouri River became the "jumping-off point" for the great westward migrations to Oregon, California, Utah, Colorado and to other future western states and territories. While there were several such points along this river over a stretch of more than 200 miles, beginning at its northward bend at present Kansas City, Missouri, the northernmost of these jumping-off points, the Council Bluffs area, was the most important one during the over-all covered wagon migration period, 1841-1866. It is the one best qualified geographically, as well as the one most highly qualified by criteria of national significance.

Following is a brief summary of various factors which, in combination, strongly support

the case for a National Western Historic Trails Center at Council Bluffs, Iowa.[2] (The three major trails in question -- that of Lewis and Clark, the Mormon Trail and the "Council Bluffs Road" of non-Mormons, "the northern branch of the Great Platte River Road" -- are covered later in more detail.)

MISSOURI RIVER WAS FIRST TRAIL

The Missouri River itself was destined to become the first trail or passageway into the vast unknown interior of the American continent. That destiny was seized by President Thomas Jefferson in 1803 after he had engineered the purchase of Louisiana Territory. He authorized a "Corps of Discovery" to explore that virgin land. The expedition, led by Meriwether Lewis and William Clark, passed upstream in 1804 to winter at the Mandan villages in present North Dakota. It returned downstream in 1806 after having reached the Pacific Ocean and solved the mystery of America's western geography. While these two great captains are commemorated in Jefferson National Expansion Memorial at St. Louis, near the mouth of the Missouri River, and at Fort Clatsop, their winter camp near the mouth of the Columbia River, there is now no national historic site in their honor along the nearly 3000-mile length of their epoch-making journey. Council Bluffs would be the ideal place to remedy this situation, for in its vicinity there are two distinctive places of great significance associated with these famous explor-

ers. First is the mouth of what they called the great Platte River, the valley of which was destined to become the primary highway of national expansion. Secondly is the original "Council Bluff" on the Nebraska side, so named by these explorers when they held their first formal conference with Indian tribes -- the Oto and Missouri.

COUNCIL BLUFFS A DISTRICT NAME

It is important here to stress that the term "Council Bluffs", given by Lewis and Clark, soon was adopted as the name for both sides of the immediate Missouri River Valley, from the mouth of the Platte River to the original "Council Bluff" (the later site of Fort Atkinson) 10 miles north of present Omaha. Thus, when overland emigrants arrived here to cross the Missouri River, they called their crossing place Council Bluffs. Therefore this name has both local and regional significance. Accordingly the National Western Historic Trails Center, though located on the Iowa side, would embrace the heritage of the wider historic Council Bluffs district, on both the Nebraska and Iowa sides of the river.

AMERICAN INFLUENCE BUILDS ON MISSOURI

After Lewis and Clark returned to St. Louis with the electrifying news they had traversed the continent and discovered its boundless scope and wealth, American fur traders, missionaries and Indian agents followed in their wake. They found the wooded and well-watered

Council Bluffs area, as had the French and Spanish before them, ideal for trading posts and stations.[4] These extended from the mouth of the Platte River north to the vicinity of Fort Atkinson, founded in 1819 as Missouri Cantonment, the first American military post on the Middle Missouri. (In fact, it proved to be "ahead of its time" and, in 1827, it was abandoned and replaced by Fort Leavenworth in Kansas territory.) Fort Atkinson now is being impressively restored as a Nebraska State Historical Park.

PLATTE ADOPTED AS FUR TRADE ROUTE

Prior to the advent of the Mormons, there were several highly significant expeditions up the Platte River from the Council Bluffs vicinity. All represented beginnings of major chapters in western frontier history. In 1819, the Western Engineer, first steamboat to ascend the Missouri River beyond its lower reaches, tied up to winter just south of Missouri Cantonment (later Fort Atkinson). Major Stephen Long and his exploring expedition the following year departed westward up the Platte and, via the South Platte, reached present Colorado. This was the first government-sponsored expedition to follow the Platte Valley westward. In 1824, James Clyman and three other trappers of the Rocky Mountain Fur Company, drifting eastward from South Pass on the continental divide to Fort Atkinson on the Missouri, became the first Americans to follow the entire length of the Platte and North Platte. Their re-

port to William Ashley at St. Louis on their journey in-[5] spired that fur trade entrepreneur, and others, to adopt the Platte as their future trade route. This opened the great natural highway traditionally known as the Oregon Trail, but more accurately referred to today as the Platte River migration corridor or the Great Platte River Road.

OREGON PIONEERS PASSED BELLEVUE

Although there is evidence that other trappers based at Council Bluffs trading posts went before them, American Fur Company employees led by Fontenelle and Robidoux, with Warren Ferris as their scribe, made the first fully recorded journey up the north side of the Platte and North Platte in 1830. In early years, this north side route was called the "Trappers' Trail". In 1835, Marcus Whitman and Samuel Parker accompanied a trapping expedition under Thomas Fitzpatrick to become the first missionaries to "jump off" at Council Bluffs. And Whitman became the first American to journey from there all the way to Oregon where he established his famous, though ill-fated, mission. In 1836, there was another landmark event. Narcissa Whitman and Eliza Spalding, accompanied by their missionary husbands traveling from Bellevue to Oregon and by fur trappers bound for a rendezvous in the Rocky Mountains, became the first white women to cross the American continent. The year 1844 saw the first documented company of emigrants to jump off from Council Bluffs bound for California. They were led by Elisha

Stevens. 6

The historic migration of Mormons westward via Council Bluffs has been thoroughly documented and extensively reported. It already has achieved national recognition by congressional designation of the Mormon Pioneer National Historic Trail. Council Bluffs was the most important locale on their route to Utah. It was here they were compelled to lay over and endure a hard winter at Winter Quarters, in what now is part of Omaha, and in scores of other smaller communities built mostly in southwest Iowa. It was from here, also, that in 1847 148 LDS pioneers led by Brigham Young marked and improved the Mormon Trail via Fort Laramie, South Pass and Fort Bridger to the Salt Lake Valley. Th- h Winter Quarters was abandoned in June 1848, the main LDS town on the Iowa side of the Missouri, Kanesville, sheltered Mormons until 1853. Meanwhile, from 1848 onward, tens of thousands of Mormons, including European converts, came through Kanesville from southwest Iowa, St. Louis and New Orleans en route to their distant Zion. Their handcart brigades of the late 1850s are highly symbolic of the hardships and hazards encountered by all westering emigrants.

RESEARCH DEMONSTRATES NEW NAMES ARE NEEDED

The role of Council Bluffs as a primary gateway to the west came into full flower in 1849 with the California Gold Rush. Travel accelerated in the 1850s

with heavy migrations to California, Oregon and Colorado. It reached a climax in the 1860s with travel also to Nevada, Idaho and to the Montana mines. While LDS use of the north route continued, from 1849 on they were far out-numbered by other emigrants following that route. In the past, historians and text-book writers had a habit of referring only to "the Mormon Trail" on the north side of the Platte and to "the Oregon Trail" on the south side. They ignored the realities of emigrant identities, numbers, routes and destinations. Now, however, recent in-depth research utilizing hundreds of emigrant records has proved that most non-Mormons called the north side "the Council Bluffs Road". At the same time, it is becoming recognized that the term "Oregon/California Trail" is a more accurate label for the main route along the south side of the Platte.

COUNCIL BLUFFS SERVED MORE EMIGRANT COMPANIES

The creation of a National Western Historic Trails Center at Council Bluffs not only will restore a valid name, Council Bluffs Road, to its proper place in history. It also will provide an opportunity to dramatize a startling and hitherto largely ignored fact: that during the primary migration period, 1849-1866, Council Bluffs had more emigrant companies passing through there than any other jumping-off place along the Missouri River, including the three other principal ones: Independence, St. Joseph and Nebraska City.

In fact, in some years it appears that the number of emigrants[8] funneling through Council Bluffs equalled or exceeded those using all other Missouri River crossings combined.

These conclusions are not based on guesswork, assumptions or wishful thinking. They are based on painstaking search for and analysis of more than 2000 overland eye-witness accounts by Merrill J. Mattes, author of the award-winning Great Platte River Road, published by the University of Nebraska Press, 1969. A recent study by Mattes was funded by Nebraska State Historical Society and by the National Endowment for the Humanities. Entitled Platte River Road Narratives, it will be published in late 1987 by the University of Illinois Press. Its wealth of new information about Council Bluffs during the overland migration period will be utilized to nrich and ensure the accuracy of historical information planned for presentation in the National Western Historic Trails Center.

Lewis and Clark Trail

COUNCIL BLUFFS WAS SIGNIFICANT ENTREPOT

Council Bluffs, Iowa, stands as a historically significant point of westward migration. French and Spanish fur traders, American explorers, overland emigrants and pioneering peoples generally passed this point in their western travels. Though not the only gateway to

the west, Council Bluffs served as a major entrepot for [9] for the many routes to the interior and the west coast. The Missouri River was the first route into the western wilderness and Council Bluffs became the major jumping-off point as travelers left the Missouri to follow the Platte River overland. Historic trails converge here and make Council Bluffs supremely qualified as a focal point for celebrating America's heritage of territorial expansion, commercial expansion and westward migration. The Lewis and Clark Expedition, the Mormon pioneers and many Oregon-California emigrants following the north side of the Platte River all made Council Bluffs an important stop in their routes. Indeed, Council Bluffs was the most important and northern-most entrepot in the over-all covered wagon migration period, 1841-1866.

The National Western Historic Trails Center looks to commemorate these events and build on the present public interest. Public enthusiasm already is well-established by groups such as the Lewis and Clark Trail Heritage Foundation, the Oregon-California Trails Association and the Mormon Pioneer Trail Foundation. The Center also hopes to foster a better understanding of the exploration and pioneering age to the general public. In all, Council Bluffs is the best qualified historically and geographically and now is ready to establish a National Western Historic Trails Center.

BLUFFS IMPORTANT TO LEWIS & CLARK

On July 22, 1804, the Corps of Discovery under Captains Meriwether Lewis and William Clark went into camp within the limits of the old Council Bluffs district.[10] Here, opposite the mouth of the Platte River, the captains decided to stop several days to refresh their men, dry out some wet gear, take astronomical observations to determine their exact location, and to give Clark a chance to bring his map work up to date. They also hoped to meet Indians who lived nearby, but the Oto and Pawnee were away on seasonal buffalo hunts, and no conferences were held then. The captains named the site Camp White Catfish after a channel catfish caught that day by one of the men, perhaps Private Silas Goodrich, the party's most avid fisherman.

The Greater Council Bluffs area is important to the Lewis and Clark expedition in a number of ways. Within this region, the party had crossed a definite line that marked the known from the unknown of western geography for the men. Although the Missouri River well into present North Dakota had been explored and mapped earlier, the Platte River was then, and remained for some time, a dividing line for travelers. Indians below the Platte accepted river traffic, but to the north, other tribes sometimes could be troublesome. Certainly upriver, the Arikara and Sioux often could be intractable and inhospitable. Nearby, the captains also would hold their first conference with native peoples. Although they had seen traces of several tribes along the lower Missouri, they had met no

Indians up to this point. The council held now would establish procedures for future meetings throughout the trip. This period also marked the only instance of a desertion by a member of the party.[11]

CORPS WAS 642 MILES UP THE MISSOURI RIVER

The journey up the Missouri, against the current, was slow and laborious. Occasionally, with a favorable wind, they could hoist a sail on the large keelboat, but more often the French engages poled the heavy craft or pulled it and the pirogues with tow ropes, while walking along the bank. Toiling upriver in increasing summer heat, the men were plagued by boils, diarrhea, mosquitoes and sandbars. Despite their heavy work, for most of the working hands it was a new and beautiful land, and expedition diarists universally reported high spirits and enthusiasm.

The Corps now was 642 miles up the Missouri according to the leaders' calculations. They were more than two months from their start in May, at Camp Dubois across the river from St. Louis. On July 21, the party had reached the important line of demarcation, the Platte River, a point they had anticipated for some time. The Platte was a great dividing line between the low plains to the south and the Missouri plateau to the north. Later, the men would notice the change in the environment as the air became drier, the wind stronger and more constant, and the vegetation more sparse. Wildlife would increase in

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numbers as they moved north into less settled regions.[12] The men would encounter a number of species new to science, such as pronghorns, prairie dogs, magpies and northern flickers.

NEBRASKA'S NAME FROM INDIAN WORD

Lewis and Clark were not the first white men into the region. In fact, veteran boatmen in the party were familiar with the river to this point and beyond. Affluents of the Missouri and prominent geographic features had already been named, and Lewis and Clark applied English equivalents to the many French place-names. It was the French who named the Platte, meaning "flat", after the Omaha and Oto Indian names, nibraska, "flat river", which gave the state of Nebraska its name. Lewis wrote a long description of the river's characteristics and dimensions and related information, gained from the hired hands. Then he, with Clark and six men, took a pirogue a short distance up the great river.

For some time, the leaders had been noticing the unusual terrain on the east side of the Missouri River. After crossing into present Iowa, they named one area the "bald-pated prairie" after the open grassy rises on the steep bluffs that parallel the river above this point. These are the loess hills of Iowa, which are nearly unique in the world, rivaled only by the loess of northern China. These hills intercept dry prevailing northwest winds that carry silt from the river-

bed.[13] Here a drought-tolerant prairie vegetation developed on the steep southwest-facing slopes. The growth of trees was discouraged by the periodic prairie fires that swept the plains and hills. Today's Waubonsie State Park in Fremont County is the locale of Lewis and Clark's bald-pated prairie and commemorates this topographical phenomenon.

CAPTAINS DEALT WITH THREAT OF DESERTIONS

On the afternoon of July 27, the Corps departed Camp White Catfish and "proceeded on Verry well under a gentle Breeze." After reports of Indians being nearby, the captains dispatched one of the Frenchmen, La Liberte, to invite the natives in to a council. A few days later the men established a base camp and a party of Oto and Missouri drifted in, but without La Liberte. After the conference, and as the expedition moved upriver, Private Moses B. Reed requested permission to return to the area to reclaim a lost knife. Several days later, with both Reed and La Liberte not returned, the captains dispatched a party to apprehend the missing men. Reed's desertion was a serious offense, punishable by death; La Liberte's action, though not desertion in a precise legal sense, as he was a civilian, set a poor example if not treated seriously. Wholesale quittings could endanger the success of the expedition, if not the very lives of the men should hostile encounters occur. On August 18, the search party returned with Reed. La Liberte had been captured but,

true to his name, had escaped and was never seen again.[14] Reed was tried, convicted and expelled from the party. He also was forced to run the gauntlet four times as the men flogged his bare back. Considering military discipline of that era, his sentence was lenient. Reed remained with the expedition, doing hard labor, until sent back with a return party in April 1805.

HISTORIC SITE NAME CONFUSED WITH CITY

In a small grove of trees on some high ground between two prairies west of the Missouri River, the expedition formed a camp on July 30. This bluff became known as the Council Bluff (or, with adjacent bluffs, as the Council Bluffs) from the meeting held there with Indians over the next few days. The area is in present Washington County, Nebraska, near the town of Fort Calhoun, about 10 miles north of Omaha. The bluffs there today are the site of Fort Atkinson State Historical Park. No small amount of confusion exists because the term Lewis and Clark applied to this site is duplicated by the name of the modern city of Council Bluffs, Iowa, downstream and on the opposite side of the river. The city commemorates the historic setting and not the actual site.

One of the principal assignments of the expedition leaders was to establish relations with western Indian tribes and to win their allegiance to the United States. At sunset on August 2 came the first opportunity to carry out President Jefferson's instructions.

That evening a trader named Fairfong (variously spelled)[15] came into the Council Bluff camp with six chiefs of the Oto and Missouri tribes and a meeting was arranged for the next day.

Formal talks with Indians had, long before, taken on prescribed procedures, with each side following accepted diplomatic niceties. For Lewis and Clark such formalities were to include the parading of their men, the passing of a ceremonial pipe, the demonstration of their weaponry, and the bestowing of gifts to Indian dignitaries. Lewis had brought along an air gun to demonstate American technology, since the weapon could fire off several rounds without reloading. The captains also had a number of boxes filled with presents for the Indians. Out of these bales came red leggings, fancy dress coats and blue blankets; ball and powder, tobacco and whiskey also were a part of the expected gifts. Lewis and Clark carried printed commissions to acknowledge chiefs, and medals, with the portrait of President Jefferson, as gifts. The Indian peace medals were especially prized by the Indians. A special packet was made up for the absent principal chief, Little Thief. The Indians, in turn, presented food, tobacco and native handicraft.

DIPLOMACY TESTED AT COUNCIL BLUFF

After the exchanges, one of the captains delivered a speech announcing American sovereignty over the new land. They pled for peace among the Indian children of the Great

Father in Washington, promised increased trade, explained[16] the purposes of the American expedition and asked that Indian emissaries journey to Washington, D.C. Now the Indians rose to respond. They apparently approved of what they had heard and "promised to prosue the good advice." Lewis and Clark perfected such rituals over countless meetings across the continent, but Council Bluff was the initial testing ground for Indian diplomacy.

At four o'clock that afternoon the expedition resumed its journey up the Missouri River. Before departing, Clark remarked that the area of the Council Bluff was a "butifull Plain both abov and below" and thought the spot ideal for a trading post and fortification. In 1819, the army established Cantonment Missouri (rebuilt in 1820 as Fort Atkinson) near the site of Lewis and Clark's camp. It was the army's western-most outpost until it was abandoned in 1827. Today, the greater Council Bluffs area is a major commercial center, intersected by heavily traveled interstate highways, railroad lines, internationally connected air traffic, and waterborne transport. Clark himself would be amazed at his foresight.

Mormon Trails

FIVE MORMON TRAILS THRU COUNCIL BLUFFS

The proposed National Western Historic Trails Center at Council Bluffs, Iowa, is appropriate with specific reference to the Mormon presence for many years

in the Council Bluffs district. At least five trails used by thousands of LDS between 1846 and 1863 passed through Council Bluffs. The first party of thousands of Mormons, driven out of Nauvoo, Illinois, by mobs, arrived in Council Bluffs district very late in the spring of 1846. There is evidence that a few Mormon scouts had visited the area during the fall of 1845, while on a reconnaissance mission.

The Mormon pioneers of 1846 first reached the Council Bluffs area June 14. They set up three camps for about 4000 men, women and children, from infant to elderly. The first camp stretched east between the bluffs along Mosquito Creek; the second on the flats near the Missouri River, just north of a town called Traders Point. In July the LDS established a third, more permanent, camp a few miles to the north which later became known as Kanesville, now the City of Council Bluffs. Subsequently, the Mormons established scores of communities widely scattered in southwest Iowa. They built three ferries across the Missouri River about where the South Omaha and Interstate 680 bridges are today and the third Missouri River ferry just south of the Platte River. The first or Middle Mormon Ferry was removed northward to Winter Quarters in September 1846. The South Mormon Ferry was opened about the same time as the William Brown Ferry, in 1850, to accomodate Gold Rushers as well as migrating Mormons. The Brown Ferry was non-Mormon, licensed by Pottawattamie

County to operate between what today is downtown Omaha and Council Bluffs.[18]

"MORMON BATTALION" SENT TO CALIFORNIA

While a crew of 100 men, selected for their several skills, were building dug-ways and a fully caulked boat for the Middle Mormon Ferry, leaders of the church had their first sustained contact with Indians. They made friends with a number of the Pottawattamie-Ottawa-Chippewa chiefs and were welcomed eloquently by Chief Pied Riche. Telling the Mormons the Pottawattamie, too, had been driven from their homelands and the graves of their forebears in Illinois, Pied Riche declared: "We must help one another and the Great Spirit will help us both." Indian Sub-Agent Robert B. Mitchell at Point aux poules or Traders Point, just across the Missouri River from Bellevue, reported favorably on the Mormons to the Superintendent of Indian Affairs in St. Louis. As the LDS were opening their first ferry service across the Missouri, Captain James Allen of the U.S. First Regiment of Dragoons at Fort Leavenworth, northeast Kansas territory, rode into Grand Encampment by Mosquito Creek. He presented a request from President James K. Polk for a battalion of 500 LDS men to serve in the War with Mexico. With Brigham Young serving as one of the recruiters, the request was fulfilled with about 520 LDS, including some wives as laundresses and a few boys as aides to officers. They marched down the east side of the Missouri River into the State of Missouri, were ferried over

the river and proceeded on to Fort Leavenworth to draw [19] their equipment. From there they marched on to San Diego, California, completing the longest trek of infantry in U.S. history.

BRIGHAM YOUNG SUSTAINED PRESIDENT AT KANESVILLE

The Middle Ferry commenced taking LDS wagons, supplies and families across the Missouri on July 1, 1846. It ran day and night, weather permitting, until some time in September. Then with the prior approval of Bellevue trader Peter Sarpy -- "It's all right with me, I still have my dinghy." -- the Mormons moved the ferry about 12 miles north to Winter Quarters. The first LDS camp west of the Middle Ferry, from July 1 to August 7, 1846 was abandoned when leaders of the church decided to winter near the Missouri River. They decided to stay close enough to be ready to help LDS stragglers yet crossing Iowa or trying to sell enough of their possessions in Nauvoo to make the 1400-mile journey west to the Great Salt Lake Valley. It was a wise decision because in mid-September mobs finally took possession of Nauvoo and dumped the invalid and ill on the Iowa side of the Mississippi without food or shelter. When word reached the LDS in the Missouri River Valley, they organized relief and transport wagon trains to go back to Montrose, Iowa, by the Mississippi River, and pick up about 300 destitute victims of the mob take-over in Nauvoo. A second Mormon site, nine miles north of their first encampment in Nebraska, was intended to become their winter

quarters.[20] A mayor and city council were elected by show of hands in a public square. Police and fireguards were hired. Taxes were assessed and collected to pay the police and fireguards. Committees, like modern city departments, were organized to meet the pressing needs of this community called Cutler's Park. Even as the city was being organized, the church leaders were approached by two delegations of about 80 chiefs and braves each of the Omaha and the Oto-Missouri Tribes, claiming some form of compensation for use of the land. The Omaha Indians admitted they were living in the area at the sufferance of the Oto-Missouri. The Oto would not promise to live at peace with the Omaha Indians if the Mormons remained at that site and dealt even handedly with both tribes. Consequently, the LDS moved three miles east, to tableland overlooking the Missouri, where a new Winter Quarters was hastily constructed. From there Brigham Young led 148 pioneers west in the spring of 1847 to Great Salt Lake Valley. Two more wagon trains made the trek later in the spring. When Brigham Young and other officers of the church returned to Winter Quarters in the fall of 1847, it was proposed that Young be sustained president and prophet of the church. He had been acting president, as senior member of the Council of the Twelve Apostles, after the death of Joseph Smith in June 1844. A log tabernacle capable of seating about 1000 persons was built in Kane, later called Kanesville, during the month of December. There Brigham Young was sustained second president of the church on December 27, 1847.

In the spring of 1848,[21] large wagon trains of LDS left Winter Quarters for the Salt Lake Valley. Those residents of Winter Quarters who lacked sufficient supplies to make the long haul west moved back across the Missouri River into Iowa, many of them going to Kanesville. As the reverse migration to Iowa was commencing, members of the church in western Europe and the British Isles were gathering to contract ships for passage to New Orleans. There steamboats brought most of the 9000, up the Mississippi and Missouri to Council Point, Iowa, where the Middle Mormon Ferry had been. In seasonable weather, and as fast as supplies and equipment could be raised, wagon train after wagon train of Mormons crossed the Missouri River, either by the abandoned Winter Quarters or south of the Platte, year after year until the last major Mormon wagon trains moved out from Council Bluffs district in 1853. That same year the City of Kanesville, now the home of thousands of speculators who bought out the Mormons, was renamed Counci Bluffs.

TRAILS CONVERGED AT COUNCIL BLUFFS

About 3000 Mormon converts from Europe and the British Isles in the now famous handcart period passed through Council Bluffs district between 1856 and 1860. After the railroad reached Council Bluffs in 1867, many more Mormons passed through, en route to Utah. Most likely, there have been some Mormons in Council Bluffs from 1846 to the present. For 25 years during the mid-19th century, thousands of LDS travers-

ed Iowa developing a network of trails aggregating more[22] than 1100 miles. They criss-crossed a belt of southern Iowa, reaching up four counties from the Missouri border, but all trails converged at Council Bluffs. These trails may be grouped in five basic categories, time periods and degrees of importance:

1 - The Southern, Pioneer or Brigham Young Trail from Montrose and Sugar Creek to Council Bluffs, 1846-1853. It is as well known as any Mormon trail and is by far the best-known trail in Iowa. This route has two variants: a) between Drakesville and Garden Grove, 1846-1853 and b) between Dodge's Point and Mt. Pisgah, 1846-53.

2 - The Northern or Handcart Trail from Iowa City to Lewis, 1856-1863, is the second-best known Mormon trail in Iowa.

3 - The Middle, Dragoon or Des Moines River Valley Trail from Bonaparte to Lewis via Des Moines, 1846-1853, is less known.

4 - The Mormon Battalion Trail from Council Bluffs to the Missouri border south of Hamburg, 1846-1856, has only recently been restored to memory.

5 - The Incidental Trails, 1846-1858, are almost completely forgotten today. (See the attached maps for details of these trails.)

MARKERS COMMEMORATE THE MORMON TRAILS

Initially, in 1846, Council Bluffs was the western terminus of Mormon trails across Iowa. Thousands of LDS

converged on Council Bluffs district. There is a DAR [23] marker in Bayliss Park, downtown Council Bluffs, which says:

> This boulder commemorates the early travel of the Mormon Trail through Kanesville, now Council Bluffs, and is dedicated to the memory of the throngs who crossed Iowa in advance of settlements. Here thousands of pioneers encamped awaiting pasturage on the plains and turns at the ferries to press forward into the beckoning Golden West.

In old Council Bluffs area there are many markers commemorating local Mormon history. Some are on Interstate 80 northeast of Council Bluffs, on I-680 Mormon Bridge in North Omaha, in Florence or Mormon Park, at the Weber (Winter Quarters) Mill, at Mormon Pioneer Cemetery, in and near Bellevue and a hugh trail memorial two blocks north of Highway 36 at 69th Street in North Omaha.

RAILROADS BROUGHT SOME TO THE BLUFFS

Between 1856 and 1860, Council Bluffs was the terminus of the handcart LDS who pushed and pulled their handcarts from Iowa City. Some Mormons who traveled the Dragoon and other incidental trans-Iowa trails also passed through Council Bluffs at leat until 1863. Then, in 1867, the railroad brought many other Mormons going west.

Not only was Council Bluffs a trail station, but for many years it also was an important jumping-off place for the far west to many LDS who came to the

Bluffs, for a variety of reasons.[24] They came on wagon trails, upriver by boat and across the prairie by railroad.

Furthermore, in 1846, Council Bluffs was the beginning of another trail with the most famous infantry march in American history. The Mormon Battalion marched from Council Bluffs to San Diego, California, in the early part of the War with Mexico.

A new picture of Mormon migration in Nebraska is emerging. Between 1846 and 1868, thousands of LDS crossed Nebraska, east and west, following a network of more than 1800 miles of trails. To date, interest in and knowledge of these Nebraska trails has focused largely on the pioneer route of 1847. There is scant evidence the LDS blazed as much as one mile of trail in Nebraska; they used available roads and trails. These trails and variants in Nebraska may be grouped in three categories:

1 - The Mormon Pioneer Trail of 1847 from Winter Quarters to present-day Wyoming; used from 1846 to 1868, it is the best known of all LDS trails in Nebraska. Its variants:

Variant A - at least four alternate routes between the Missouri River and the Elkhorn River

Variant B - the Lone Tree variant, between the modern Genoa and Grand Island, and between the modern Columbus and Grand Island

Variant C - the Grand Island by-pass

Variant D - the Shinn Ferry Crossing connecting the 1847 trail with the Oregon Trail

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Variant E - The Fort Kearny Crossing, connecting the 1847 trail with the Oregon Trail

Variant F - the Roubadeau Pass and the Mitchell Pass variants west of Scottsbluff and south of the Platte River

2 - The Oregon Trail, along the Little Blue and Platte Rivers, via Ash Hollow to the present Wyoming line. The LDS used all or part of this trail, and its variants, at least from 1849 through 1868

Variant A - the Oxbow variant between Nebraska City and Fort Kearny, 1849-64

Variant B - the Wahoo variant (of the Oxbow)

Variant C - the Mormon variant (of the Oxbow)

Variant D - the Bethlehem or Plattsmouth Ferry variant between the Missouri River and the Oxbow

Variant E - the Nebraska City cut-off variant between Nebraska City and Fort Kearny, 1864-66

Variant F - the Wyoming (town) variant north of Nebraska City

Variant G - the Upper California Crossing variant via Courthouse Rock, 1859-64

3 - The Lodgepole Creek Trail between the Upper California Crossing of the Oregon Trail along Lodgepole Creek into Wyoming 1864-67 (See attached Mormon Trails in Nebraska map)

As a companion to Mattes's book of Platte River Road Narratives, the University of Illinois, this year, will publish Dr. Stanley B. Kimball's Historic Sites and Markers Along the Mormon and Other Great Western Trails. It will give details about more than 500 sites and

markers. 26

The Council Bluffs Road

RESEARCH REVEALS MIGRATION PATTERN

While the Mormon migration to Utah has long had an assured place in history, there seems to have been a conspiracy of silence on the part of historians and text-books writers about the far greater number of non-Mormon pioneers who jumped off from Kanesville and Council Bluffs to follow the north side of the Platte westward. There are two major reasons for this. First is the fact that, until recently, there has been no intensive research in depth about the real nature and extent of all north side migrations. Secondly, in the absence of such research, the tendency has been to use stereotyped (and therefore misleading) generalizations, such as simply labelling the north side as the Mormon Trail, implying that it was followed mainly by Mormons, and consigning the great majority of non-Mormons to the south side, usually (but inadequately) labeled the Oregon Trail.

Recent in-depth research has led to the discovery of long-hidden facts about the covered wagon migrations. For example, it reveals that Council Bluffs as a jumping-off place and the route along the north side of the Platte were far more important in the total migration picture than previously understood. The extent of non-Mormon travel along the north side was far greater than the impression previously given by histori-

ans.[27] It takes nothing away from the importance of the Mormon migrations to realize that they were not alone; indeed, they had a lot of company.

MORMONS FOLLOWED SOUTH SIDE ALSO

Following are a few generalizations based on recent comprehensive research which underscores our conviction that the historic Council Bluffs area merits recognition that it is unique and, without question, nationally significant:

1 - Of an estimated 500,000 emigrants who followed the Platte River westward from 1841 to 1866 at least one-third, or approximately 165,000, started from Council Bluffs to go along the north side of the Platte overland. This exceeds the total number for any other single jumping-off place, including the three major ones: Nebraska City, St. Joseph, Missouri, and those in the Kansas City area, primarily Independence and Westport.

2 - While conceding that Independence was the main jumping-off place for the Oregon Trail during the 1840s, and that St. Joseph was the main one at the outset of the California Gold Rush, 1849-1850, Council Bluffs became the number one point of departure for all migrations during the period, 1852-1866.

3 - In the later migration period, 1859-1866, westbound travel from Council Bluffs frequently equalled or exceeded the combined total of all jumping-off places south of the Platte: Plattsmouth, Nebraska City, St. Joseph, Weston, Leavenworth, Independence and Westport.

4 - Of our conservatively estimated total of 165,000[28] who departed from Council Bluffs during the covered wagon period, it is estimated that about 33,000, or 20 per cent, were bound for Utah. The balance were headed mainly for California, Colorado and Montana, but with respectable numbers also for Oregon, Nevada and Idaho.

5 - There are odd factors that have to be taken into account in the above equations. After 1848, many LDS did not follow the north side Mormon Trail, but followed the south side. They crossed the Missouri River at Plattsmouth, Nebraska, or at Atchinson, Kansas. On the other hand, some people bound for Oregon did not follow the south side or main Oregon Trail from Missouri, but followed the north side of the Platte, out of Council Bluffs, Iowa. Another significant fact is that those bound for California, the number one destination of all emigrant destinations, were impartial and went up both sides of the Platte. Evidently the majority of "Californians" did follow the south side (which should properly be called "the Oregon/California Trail"), but there were enough of them on the north side so that "Californians" alone who passed through Council Bluffs far out-numbered the Mormons who left there.

6 - There are two anomalies which point up the hazards of generalizing about overland trail history. Quite a number of folk who reached Council Bluffs, both Mormon and non-Mormon, went south from there a few miles and crossed the Missouri on the Libbeus T. Coons Ferry south of the Platte. Thus we see that it is not totally true that "all who went

through Council Bluffs followed the north side."[29] On the other hand, a substantial number of emigrants who jumped off from Nebraska City, or places in Missouri, crossed to the north side in the vicinity of Fort Kearny. Therefore, it is not entirely true, either, that "all who followed the north side jumped off at Council Bluffs." However, these variables are not sufficient to change the above general conclusions.

3 ADVANTAGES BOOSTED COUNCIL BLUFFS ROAD

Updated research in contemporary accounts enables us, finally, to identify the historically valid nomenclature for the emigrant road along the north side of the Platte River, and so avoid previous conclusions. To the Utah-bound it probably always was the Mormon Trail. To the large majority of non-Mormons it was most often called "the Council Bluffs Road", regardless of destination. This was in the same style used by south siders, who usually referred to "the St. Joe Road" or "the Independence Road" or "the Nebraska City Road". Conversely, even though thousands of emigrants did evidently follow the north side to Oregon, they were very much in the minority, compared to those heading for California. In any event, the term "Oregon Trail" is never found in emigrant journals referring to the north side. Therefore, the term Oregon Trail, or preferably, Oregon/California Trail, should be reserved for south side travelers. On any map the north side trail could be given dual billing, such as Mormon Trail/Council Bluffs Road.

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There are three principal reasons which, taken together, explain why Council Bluffs became a dominant factor in the central overland migrations:

1 - It was close to the mouth of the Platte River, the providential route to most points west.

2 - It was on the north side of the Platte, so going directly west therefrom enabled followers of the Council Bluffs Road to use a passageway superior to the route along the south side. It enabled emigrants to avoid the dangers of fording the wide and treacherous South Platte, the precipitous decline at Ash Hollow hill, and the deep, cold and swift-flowing North Platte west of Fort Kearny. The Elkhorn River and Loup Fork were the only difficult streams to cross on the north side of the Platte, and they were much less difficult than the Platte itself.

3 - Council Bluffs was the handiest Missouri River crossing place for inhabitants of the populous upper mid-western states which contributed a very high percentage of emigrants. Especially heavy was the flow from Iowa, Minnesota, Wisconsin, Illinois, Michigan and Indiana. In addition, it received a fair number of emigrants from central and eastern states, as well as Mormons from Europe, who ascended the Missouri River by steamboats from New Orleans. There was a surprising number who, discouraged by the crowds attempting ferry crossings at towns like St. Joseph, drove north by wagon along the east side of the Missouri River as far as Council Bluffs before crossing to head west.

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MILLERS HOLLOW GREW INTO A MORMON CITY

The geography of the Council Bluffs area, and related trails, may be touched on briefly. Emigrants coming directly to Council Bluffs from the east, all except Iowans, had to cross the Mississippi River at places like Dubuque, Davenport, Nauvoo and Keokuk and then make their way over sometimes terribly rutted and muddy roads and difficult stream crossings to Council Bluffs. Millers Hollow grew from less than 200 residents in 1846 to a city of several thousand in 1848 when it was renamed Kanesville (and then Council Bluffs in 1853). The locale of early settlement was by the Blockhouse, built in 1837 by U.S. Dragoons to protect the Pottawattamie Indians, a few blocks from the downtown area of present-day Council Bluffs.

FOUR FERRIES TRANSPORTED COUNCIL BLUFFS TRAVELERS

There were four permanent ferries and other rush-season temporary ferries working the Council Bluffs traffic over the Missouri River. The oldest crossing started out as a dinghy between Bellevue and Point aux poules, or Traders Point as the later Americans referred to it. After the LDS built their Middle Ferry and later removed it about 12 miles north to Winter Quarters, came the mass of travelers with the Gold Rush of 1849. Emigrant wagons had to wait as much as three weeks to cross the Missouri River. In quick succession, the order of which is not known, new ferries were built by Bishop Libbeus T. Coons, south of the Platte, William D. Brown, due west

west of Kanesville, and American Fur Company trader Peter Sarpy at Bellevue purchased a steamboat to replace his dinghy in the ferry service.[32] Even with that generous supply of ferries, steamboats came up from St. Louis and ferried Gold Rushers from Iowa to Nebraska during the spring. Some emigrant crossings were made with improvised scows, flatboats or crude ferries.

TRAIL BRANCHES MERGED WEST OF ELKHORN RIVER

Omaha and Florence, like earlier Bellevue (1822 or '23), part of the original Council Bluffs district, were born in 1854 following passage of the Kansas-Nebraska Act. Omaha, in a bitter election battle with Bellevue and Florence, was selected as capital of the new Nebraska Territory. Although Omaha was squarely across the path of emigrants using the Brown Ferry, it was no impediment to them. They easily went through this new frontier settlement. Significantly, the road west from Omaha was not called "the Omaha Road", but always the Council Bluffs Road. The three branches of the trail north of the Platte River, crossing through Ferryville/Winter Quarters, Council Bluffs/Omaha and Traders Point/Bellevue, came back together on the west side of the Elkhorn River, some 20 miles west of Winter Quarters. The Council Bluffs Road, like the earlier Mormon Trail, stayed close to the Platte and North Platte all the way to Fort Laramie, Wyoming, and beyond. In the vicinity of present Casper, Wyoming, it was joined by the south side Oregon/California Trail. In effect, beyond the Upper Platte,

the Mormon Trail/Council Bluffs Road and the Oregon/California Trail merged into one grand highway to South Pass.[33] The one big exception to this route was the turn-off to Pikes Peak, beginning in 1859, when travelers from Council Bluffs had to get on the South Platte River to reach the Colorado Mines.

TWO TRAILS WITHIN SIGHT OF EACH OTHER

Fort Kearny, bastion of the southern route, was significant as the place where the northern and southern branches of the Great Platte River Road came together, or rather, were able to continue west closely parallel on opposite sides of the river. Travelers on the Council Bluffs Road, prior to the Pikes Peak gold rush, seldom attempted to cross over to the south side, but, as they traveled westward, wagon trains on both sides of the river frequently were in sight of each other. Some described opposite wagon trains as looking like "giant ants crawling along the horizon."

Hundreds of emigrant journals have been discovered vividly describing dramatic scenes at the Council Bluffs jumping-off locations: emigrants making deals with store keepers for equipment and provisions; camp fires in all directions twinkling like stars; hungry Indians slinking around hoping for handouts; songs, dancing and merriment; drunkeness, fights, drumhead trials and executions; emigrants with their heavily loaded wagons and animals waiting in long lines for turns at one of the ferries; and the final precarious crossing of the muddy Mis-

souri to begin the long, dangerous trek toward the setting sun.[34]

FAMILIES STARTED MIGRATING IN '52

Finally, a brief chronology of the Council Bluffs Road, northern branch of the Great Platte River Road:

1849 - The California Gold Rush brought heavy travel along both sides of the Platte River. It was largely a migration of young men.

1850-1851 - The second year of the great Gold Rush was probably the largest migration of all, but still with very few women or children. In 1851, the migration fell off sharply because of reports of severe losses the previous year from cholera and starvation.

1852-1853 - Another sharp up-trend in emigrant statistics, to both Oregon and California. For the first time, women and children appeared in large numbers. It had become a family migration.

1854-1858 - Emigrant count was down during these years because of hard times in the east, reports of the Grattan Massacre near Fort Laramie, General Harney's retaliatory battle with Indians at Ash Hollow, and the misnamed "war" between Utah Mormons and the U.S. Government in 1857-1858, which was peacefully resolved.

1859-1860 - A big surge in emigration due to the Pikes Peak gold rush to Colorado via the South Platte or via Fort Laramie on the North Platte. Also, a revival of heavy travel to California.

1861-1866 - Heavy travel continued to Colorado, competing with the lure of new gold and silver strikes in eastern Oregon, Nevada, Idaho and Montana.[35] Fresh waves of emigrants streamed along the north side of the Platte River. The Western Stage Company began service to Denver via Omaha and Fort Kearny. The military established headquarters in Omaha. Railroads reached Council Bluffs. General Grenville M. Dodge, of Council Bluffs, conducted a survey for the Union Pacific Railroad west as far as Wyoming. Construction teams began work on track right-of-way west from Omaha. By 1866 rails had passed Fort Kearny. Although the first transcontinental route was not completed until 1869, by 1866 the era of transcontinental wagon travel was over.

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TABLE 10 - RECREATION AREAS AND ACTIVITIES - ILLINOIS-IOWA

Map Key No.	Name of Area	Ownership[1]	Boat	Camp	Fish	Hike	Hunt	Picnic	Swim
1	Nauvoo State Park	S	X	X	X	X		X	
2	Chattfield Park	C		X			X	X	
3	Wilson Lake	C		X			X	X	
4	Shimek State Forest	S		X	X	X	X	X	
5	Bentonsport River Front Park	C			X				
6	Lacey-Keosauqua State Park	S	X	X	X	X	X	X	
7	Lake Fisher Park	C	X		X	X	X		X
8	Drakesville Park	C		X	X				
9	Lake Wapello State Park	S		X				X	
10	Sharon Bluffs State Park	S			X	X		X	
11	Lelah Bradley Park	C	X	X	X			X	
12	Mystic Reservoir	C	X	X				X	
13	Corydon Lake County Park	C						X	
14	Bob White State Recreation Area	S	X	X	X			X	
15	Nine Eagles Recreation Area	S	X	X	X			X	X
16	Slip Bluff Park	C		X	X			X	
17	Whitebreast Unit	S				X	X		
18	Thayer Pond	S	X		X		X		
19	Talmadge Hill Park	C						X	
20	Green Valley Recreation Area	S	X					X	X
21	Orient Gun Club	P							
22	Greenfield Reservoir Recreation Area	C				X		X	
23	Meadow Lake	S	X		X		X		
24	Adair Wildlife Area	S					X		
25	Mormon Trail Park	C	X	X				X	
26	Cold Springs State Park	S	X	X	X	X		X	X
27	Indian Creek Wildlife Area	C					X		
28	Iranistan Rock Quarry	P							
29	Willow Slough	S	X		X		X		
30	Lake Manawa State Recreation Area	S	X		X	X	X	X	
31	Missouri River Access	S	X	X	X			X	
32	Smith Area	S			X	X			
33	Gifford Sanctuary	S				X			

[1]Ownership Symbols F-Federal; S-State; C-County; M-Municipal; P-Private; Q-Quasi-Public

TABLE 11 - NATIONAL REGISTER SITES ALONG THE MORMON TRAIL CORRIDOR - ILLINOIS AND IOWA

Ref.	Name of Site	Location	County
A	Carthage Jail[1]	Carthage	Hancock
B	Nauvoo Historic District[1] (National Historic Landmark)	Nauvoo	Hancock
C	General William Worth Belknap House	Keokuk	Lee
D	Dr. Frank Brown House	Keokuk	Lee
E	U. S. Post Office and Courthouse	Keokuk	Lee
F	Justice Samuel Freeman Miller House	Keokuk	Lee
G	Old Fort Madison	On site in Fort Madison	Lee
H	Bentonsport	Keosauqua vicinity	Van Buren
J	Hotel Manning	Keosauqua	Van Buren
K	James B. Weaver House	Bloomfield	Davis
L	Davis County Courthouse	Bloomfield	Davis
M	Stringtown House	Centerville vicinity	Davis
N	Stratton House	Centerville	Appanoose
P	Pleasant Hill School	Lineville vicinity	Wayne
Q	Creston Railroad Depot	Creston	Union
R	Grenville M. Dodge House	Council Bluffs	Pottawattamie
S	Pottawattamie County Jail	Council Bluffs	Pottawattamie

[1]Related Directly to Mormon Trail

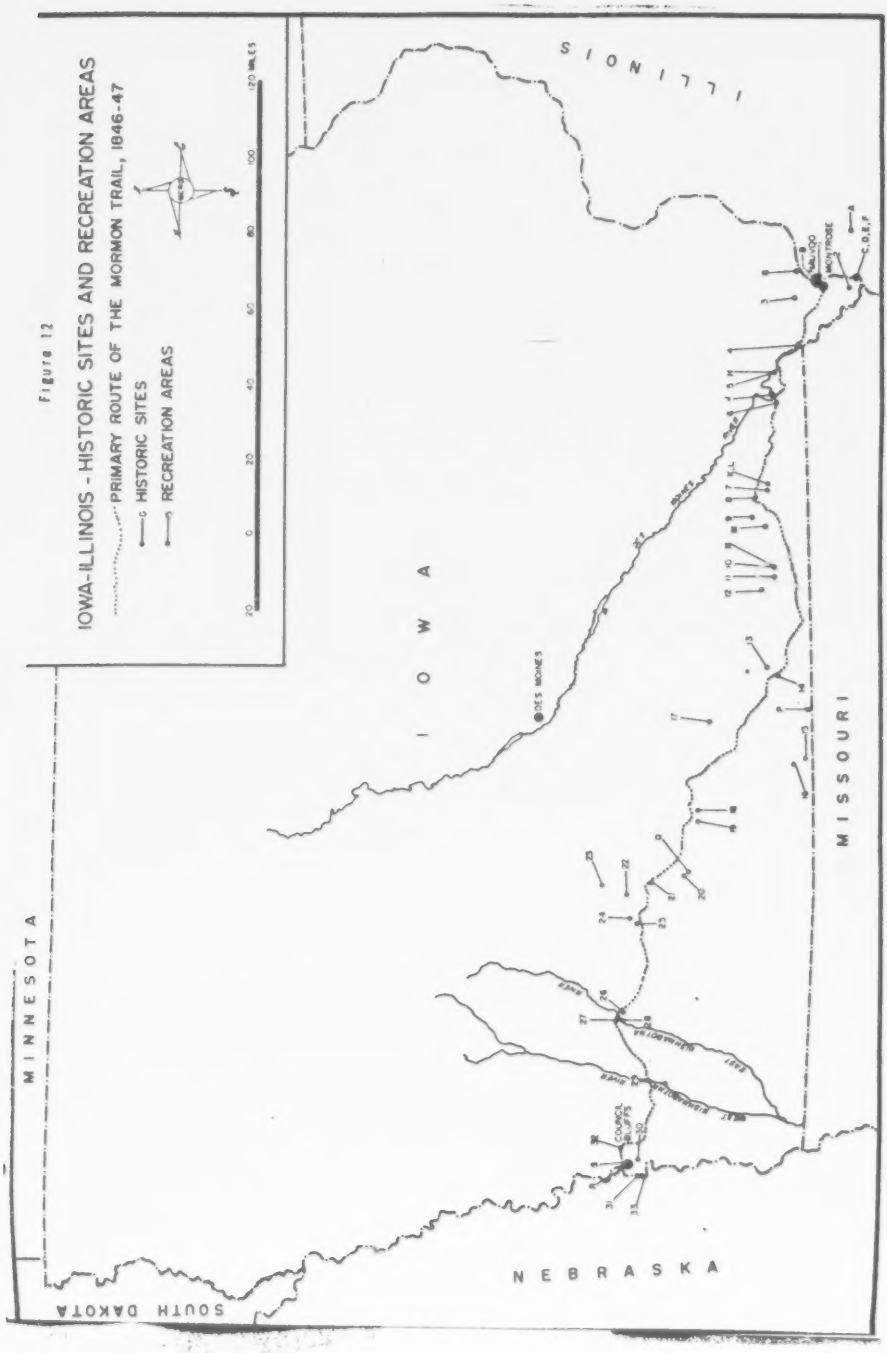
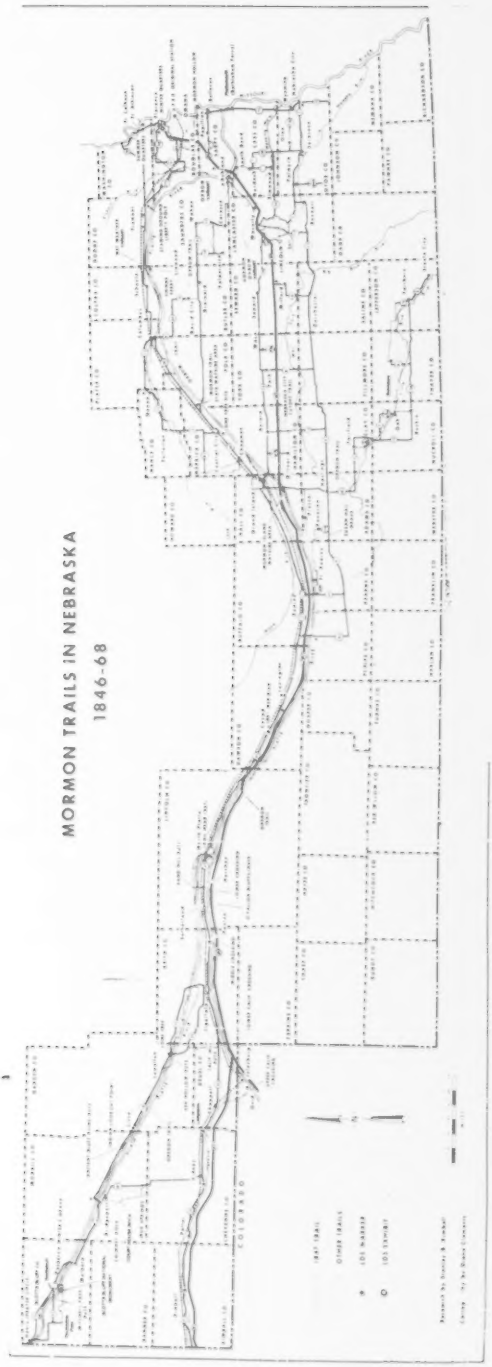

IOWA-ILLINOIS - HISTORIC SITES AND RECREATION AREAS
PRIMARY ROUTE OF THE MORMON TRAIL, 1846-47
HISTORIC SITES
RECREATION AREAS
120 MILES
ILLINOIS
IOWA
MISSOURI
MINNESOTA
SOUTH DAKOTA
NEBRASKA
DES MOINES
COUNCIL BLUFFS
NAUVOO
MONTROSE
C.O.E.F.

Figure 12


MORMON TRAILS IN NEBRASKA
1846-68
COLORADO

COST STUDY

DEVELOPMENT COST ESTIMATE

NATIONAL WESTERN HISTORIC TRAILS CENTER

COUNCIL BLUFFS, IOWA

NATIONAL WESTERN HISTORIC TRAILS CENTER
COUNCIL BLUFFS, IOWA

CONTENTS:

CONCEPT SITE PLAN OF THE NATIONAL WESTERN HISTORIC TRAILS CENTER....1

ASSUMPTIONS AND QUALIFICATIONS USED IN PREPARING THIS PRELIMINARY DEVELOPMENT COST ESTIMATE.....2

SUMMARY COST ESTIMATE.....4

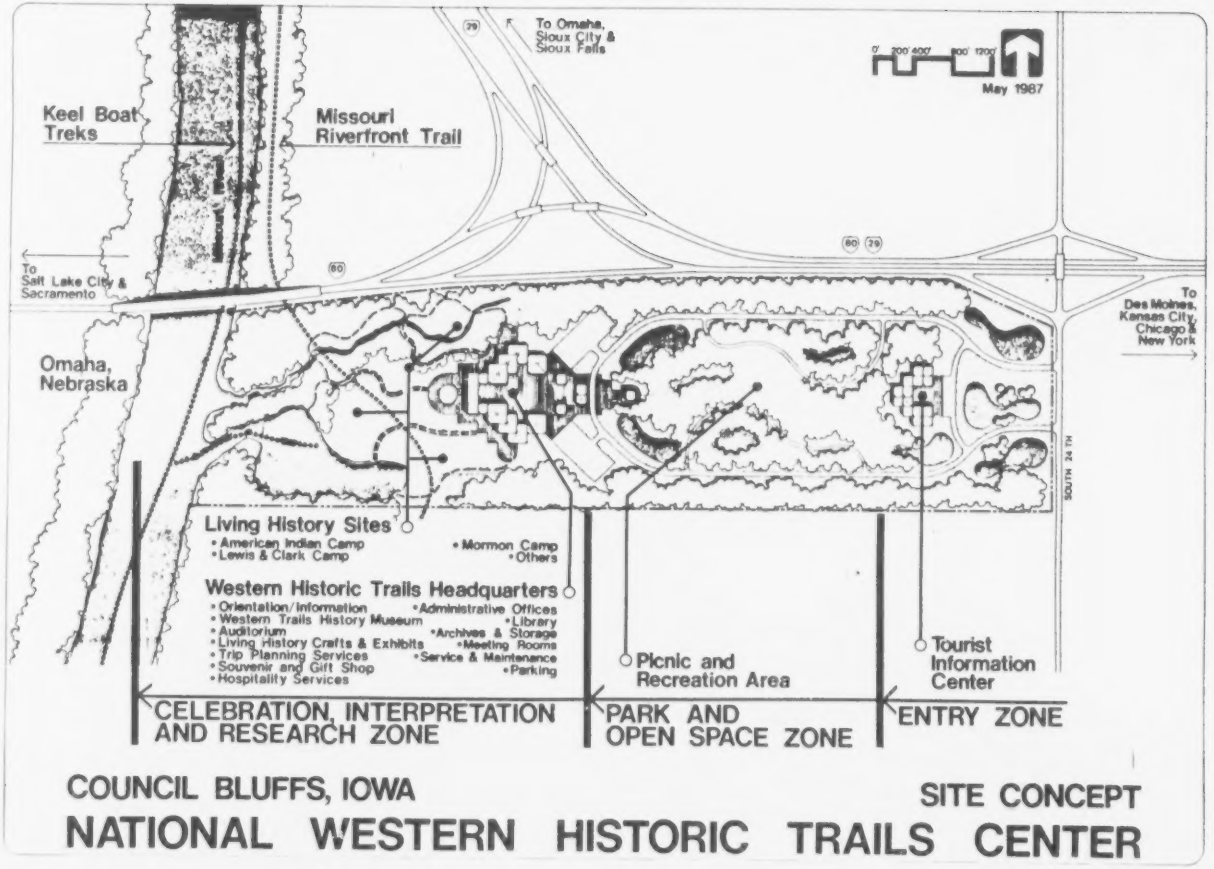
DETAILED COST SUMMARY.....5

DATE:

MAY 1987

PREPARED BY:

GBA
GEORGE BUTLER ASSOCIATES, INC.
Engineers / Architects / Landscape Architects / Planners
Kansas City, Mo. / Lenexa, Ks. / O'Fallon, Mo. / Ames, Ia. / Oklahoma City, Ok.


To Omaha, Sioux City & Sioux Falls
May 1987
Keel Boat Treks
Missouri Riverfront Trail
To Salt Lake City & Sacramento
To Des Moines, Kansas City, Chicago & New York
Omaha, Nebraska
SOUTH 11TH
Living History Sites
• American Indian Camp
• Lewis & Clark Camp
• Mormon Camp
• Others
Western Historic Trails Headquarters
• Orientation/Information
• Western Trails History Museum
• Auditorium
• Living History Crafts & Exhibits
• Trip Planning Services
• Souvenir and Gift Shop
• Hospitality Services
• Administrative Offices
• Library
• Archives & Storage
• Meeting Rooms
• Service & Maintenance
• Parking
Picnic and Recreation Area
Tourist Information Center
CELEBRATION, INTERPRETATION AND RESEARCH ZONE
PARK AND OPEN SPACE ZONE
ENTRY ZONE
COUNCIL BLUFFS, IOWA
SITE CONCEPT
NATIONAL WESTERN HISTORIC TRAILS CENTER

NATIONAL WESTERN HISTORIC TRAILS CENTER
COUNCIL BLUFFS, IOWA

ASSUMPTIONS AND QUALIFICATIONS USED IN PREPARING THIS PRELIMINARY DEVELOPMENT COST ESTIMATE

1. The figures presented in this estimate represent total cost of construction and do not reflect any breakdown between federal and other sources of funds for the project.

2. This cost estimate is based on the information illustrated in the concept plan included with this report. While this plan is not a final approved concept for the site and building development of the National Western Historic Trails Center, it provides the most complete information available for cost estimating as of this date. Since this site design will be refined and architectural plans developed, actual costs for all elements of the Center are expected to vary somewhat from the figures presented here. Any major change in the concept for the Center will clearly change this cost estimate. Quantities for different items in the cost estimate are based on the information contained in the concept drawing and general estimates made about other site elements not shown on the drawing such as utilities, landscape amenities, and others.

3. Unit pricing used in this cost estimate are based on current construction costs in the Midwest for high quality construction. No factor for inflation is included.

4. Items included in this cost estimate are long term, fixed improvements to the site including buildings and furnishings.

5. A contingency of 10% is itemized in the cost estimate to account, in part, for factors of the project design and site conditions which have not been adequately studied and/or are currently unknown.

6. Preliminary investigations have been conducted about the availability of utilities to the site. This estimate includes costs for providing electrical, water, sanitary sewer, storm drainage and gas utility services to and through the site from existing main lines.

7. Property acquisition costs are based on the recent history of local sales between willing sellers and buyers of property similar to that of the proposed site.

8. This estimate does not include cost for developing the improvements for the "Entry Zone" illustrated in the concept plan. Funding for the "Entry Zone" development will come from other local and state sources.

9. Site planning, engineering and architectural fees (10% of the estimated development costs) also includes preparing topography maps of the site, conducting soils and subsurface investigations, display and exhibit planning and design, obtaining agency approvals and other services.

10. Abbreviations used in this estimate include:

SY	Square Yard
AC	Acre
MSF	1000 square feet
CY	Cubic Yard
LF	Lineal Foot
EA	Each
SPACE	Parking Space
SF	Square Foot
POLE	Light Fixture Pole
LS	Lump Sum

NATIONAL WESTERN HISTORIC TRAILS CENTER
COUNCIL BLUFFS, IOWA

PRELIMINARY CONSTRUCTION COST ESTIMATE
MAY, 1987

SUMMARY COST ESTIMATE

PROPERTY ACQUISITION	$0
SITE DEVELOPMENT	
Site Preparation	$85,700
Earthwork	$2,371,500
Stormwater Drainage	$86,200
Street Paving	$1,775,500
Parking	$1,443,750
Pedestrain Paving	$1,632,500
Water System	$437,500
Sanitary Sewer System	$760,000
Fencing	$229,000
Site Amenities	$1,002,000
Signage	$286,000
Lawns and Plantings	$1,416,400
Electrical Distribution System	$184,500
Site Lighting	$790,000
Gas Distribution System	$58,500
Site Planning and Engineering Fees	$1,255,905
Contingency at 10%	$1,381,496
SUBTOTAL SITE DEVELOPMENT	$15,196,451
BUILDING DEVELOPMENT	
Headquarters Complex	$4,767,500
Recreation Buildings	$670,000
Support Buildings	$192,300
Architectural Fees at 10%	$562,980
Contingency at 10%	$619,278
SUBTOTAL BUILDING DEVELOPMENT	$6,812,058
FURNISHINGS, DISPLAYS AND EQUIPMENT	$2,256,859
LIVING HISTORY SITES--GENERAL DEVELOPMENT	$825,000

TOTAL FOR LAND, SITE DEVELOPMENT, BUILDING DEVELOPMENT FURNISHINGS, DISPLAYS, AND EQUIPMENT; AND CONTINGENCIES $25,090,367

(See 'Assumptions and Qualifications' for special notes.)

NATIONAL WESTERN HISTORIC TRAILS CENTER
COUNCIL BLUFFS, IOWA

PRELIMINARY CONSTRUCTION COST ESTIMATE
MAY, 1987

DETAILED COST ESTIMATE

	QUANTITY	UNIT PRICE	UNIT	TOTAL
PROPERTY ACQUISITION	309	$0.00	AC	$0
SITE DEVELOPMENT				
Asphalt Removal	19000	$3.80	SY	$72,200
Site Clearing	5	$2,700.00	AC	$13,500
Earthwork--topsoil stripping and stockpiling	9600	$40.00	MSF	$384,000
Earthwork--exc. and fill bal. quant-control comp.	131000	$2.50	CY	$327,500
Earthwork--exc. and fill bal. quant-gen. comp.	295000	$1.50	CY	$442,500
Earthwork--drainage ditches	4000	$12.00	LF	$48,000
Earthwork--rough grading	580000	$0.50	SY	$290,000
Earthwork--topsoil spreading	5000	$35.00	MSF	$175,000
Earthwork--fine grading	377000	$1.00	SY	$377,000
Pond lining	38.5	$1,000.00	AC	$38,500
Pond outflow regulator structure	7	$1,000.00	EA	$7,000
Pump for Pond stabilization and flood control	1	$100,000.00	EA	$100,000
Shoreline stabilization-wall	3200	$40.00	LF	$128,000
Shoreline stabilization-rock	3200	$10.00	LF	$32,000
Fishing Docks	3	$15,000.00	EA	$45,000
Boat Dock	1	$25,000.00	EA	$25,000
Street Paving--Type I Roads	2100	$165.00	LF	$346,500
Street Paving--Type II Roads	9400	$85.00	LF	$799,000
Street Paving--Type III Roads	9000	$70.00	LF	$630,000
Parking Areas--Headquarters Area	1000	$825.00	SPACE	$825,000
Parking Areas for Park and Open Space Zone	750	$825.00	SPACE	$618,750
Pedestrian Paving--Type I plazas and courtyards	130000	$9.00	SF	$1,170,000
Pedestrian Paving--Type II walkways	10500	$25.00	LF	$262,500
Pedestrian Paving--Type III walkways	20000	$10.00	LF	$200,000
Storm Sewer--Street Curb Inlets	19	$1,800.00	EA	$34,200
Storm Sewer--Pipe	200	$20.00	LF	$4,000
Water Distribution System	4000	$35.00	LF	$140,000
Gas Distribution System	4500	$13.00	LF	$58,500
Sanitary Sewer System	4000	$30.00	LF	$120,000
Sanitary Sewer Assessment	0.8	$800,000.00	TOTAL	$640,000
Irrigation System	85	$3,500.00	AC	$297,500
Pond Fountain	7	$10,000.00	EA	$70,000
Fences and Gates--High visibility	1600	$40.00	LF	$64,000
Fences and Gates--Security	11000	$15.00	LF	$165,000
Site Furnishings	60000	$10.00	SF	$600,000
Play areas	6	$15,000.00	EA	$90,000
Picnic sites	50	$500.00	EA	$25,000

Miscel. recreation facilities	1	$25,000.00	LS	$25,000
Footbridges	9	$18,000.00	EA	$162,000
Signage--Major entry signs	2	$45,000.00	EA	$90,000
Signage--Secondary entry/infor signs	7	$10,000.00	EA	$70,000
Signage--directional	70	$800.00	EA	$56,000
Signage--interpretation	70	$1,000.00	EA	$70,000
Plantings--Seeding	6900	$26.00	MSF	$179,400
Plantings--Sod	290000	$2.25	SY	$652,500
Plantings--Trees and Shrubs	167	$3,500.00	AC	$584,500
Flagpoles	6	$5,000.00	EA	$30,000
Bury existing overhead service line	2700	$35.00	LF	$94,500
Electrical Distribution System	4500	$20.00	LF	$90,000
Site Lighting--Roadway	85	$2,800.00	POLE	$238,000
Site Lighting--Parking Areas	500	$600.00	SPACE	$300,000
Site Lighting--Walkways	210	$1,200.00	POLE	$252,000
Site Planning and Engineering Fees at 10%				$1,255,905
Contingency at 10%				$1,381,496
SUBTOTAL SITE DEVELOPMENT				$15,196,451

BUILDING DEVELOPMENT

Headquarters Complex	35000	$92.00	SF	$3,220,000
Security System	1	$400,000	LS	$400,000
Observation Decks	7500	$25.00	SF	$187,500
Site Maintenance Center	20000	$48.00	SF	$960,000
Managers Residence	1500	$54.00	SF	$81,000
Shelters in Living History Sites	6	$30,000.00	EA	$180,000
Entry Control Buildings (2)	500	$90.00	SF	$45,000
Office/Management Headquarters (1)	780	$85.00	SF	$66,300
Restrooms (3)	3	$60,000.00	EA	$180,000
Open Picnic Shelters (6)	6	$25,000.00	EA	$150,000
Enclosed Picnic Shelters (4)	4	$40,000.00	EA	$160,000
Architectural Fees at 10%				$562,980
Contingency at 10%				$619,278
SUBTOTAL BUILDING DEVELOPMENT				$6,812,058

FURNISHINGS, DISPLAYS AND EQUIPMENT

Exhibition Displays	4000	$400.00	SF	$1,600,000
Maintenance Equipment	1	$30,000.00	LS	$30,000
Furnishings for Headquarters Building	1	$200,000.00	LS	$200,000
Artwork at 2% of Building Development	0.02	$6,084,485	TOTAL	$121,690
Movable Equipment	1	$50,000.00	LS	$50,000
Building Furnishings	1	$50,000.00	LS	$50,000
Contingency at 10%				$205,169
SUBTOTAL FURNISHINGS, DISPLAYS AND EQUIPMENT				$2,256,859

LIVING HISTORY SITES--GENERAL DEVELOPMENT

American Indian Camp	1	$275,000	LS	$275,000
Lewis and Clark Camp	1	$275,000	LS	$275,000
Mormon Camp	1	$275,000	LS	$275,000
SUBTOTAL LIVING HISTORY SITES				$825,000

TOTAL FOR LAND, SITE DEVELOPMENT, BUILDING DEVELOPMENT FURNISHINGS, DISPLAYS, AND EQUIPMENT; AND CONTINGENCIES $25,090,367

(See 'Assumptions and Qualifications' for special notes.)

ENVIRONMENTAL DEFENSE FUND

257 Park Avenue South
New York, NY 10010
(212) 505-2100

SENATE COMMITTEE ON
ENERGY AND NATURAL RESOURCES
RECEIVED
OCT 13 1987
WASHINGTON, D.C. 20510

October 6, 1987

The Honorable Bill Bradley
U.S. Senator
U.S. Senate
Washington, D. C. 20510

RE: New Jersey Pinelands - S.1165

Dear Senator Bradley:

The Environmental Defense Fund, a national, non-profit environmental organization, with over 50,000 members nationally, has long been active in support of private, state and federal programs to strengthen protection of the New Jersey Pinelands. To this end, we have worked closely with the Pinelands Commission in the development and implementation of the Comprehensive Management Plan and have supported the Commission in court when the Plan has been challenged.

The New Jersey Pinelands is a unique ecosystem characterized by a maze of pitch pine forests, wetlands and streams, a wonderous range of endangered plant and animal species and ground and surface water quality which is highly acidic and nutrient poor. Because of these stressful water quality and geolgoical conditions, the Pinelands is a splendid thing. It is also high susceptible to perturbation through what might otherwise appear to be small changes in water chemistry, habitat or fire management. It was in recognition of these special attributes that the Congress established the Pinelands National Reserve in Section 502 of the 1978 National Parks and Recreation Act, 16 U.S.C. 4711, and that the State of New Jersey enacted the Pinelands Protection Act.

1616 P Street, NW
Washington, DC 20036
(202) 387-3500

1405 Arapahoe Avenue
Boulder, CO 80302
(303) 440-4901

2606 Dwight Way
Berkeley, CA 94704
(415) 548-8906

1108 East Main Street
Richmond, VA 23219
(804) 780-1297

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As good as many of the land use regulations which the Pinelands Commission has enacted in recent years, long-term protection of significant tracts of the Pinelands is best assured by acquisition. Significant acquisition took place prior to 1978. More acquisition has taken place pursuant to funds authorized and appropriated by Congress as part of the 1978 Act and pursuant to state and local programs. More needs to be done. In that guise, we strongly support S. 1165 which authorizes an additional $21.2 million for purchase of some 30,000 acres, primarily in the Wading River and Manumuskin River watersheds in Burlington and Cumberland Counties, respectively, as well as $5 million for a visitors' center. The fact that these tracts within the Pinelands lie but a matter of miles from the densely populated New York, New Jersey and eastern Pennsylvania metropolitan areas makes their acquisition all the more urgent.

Yours very truly,

James T.B. Tripp
Counsel

cc: Senator Frank R. Lautenberg
The Senate Energy Committee
Subcommittee on Public Lands, National Parks and Forests
U.S. Senate
Washington, D. C. 20510

OCT 0 6 RECD

October 2, 1987

Senator Dale Bumpers, Chairman
Senate Sub-Committee on Public
Lands, Nat'l. Parks & Forests
731 Hart Senate Building
Washington, DC 20510

Dear Senator Bumpers:

We write to you with our enthusiastic support for Bill S1165 towards the funding of the New Jersey Pinelands Acquisition Program. As we are sure you are aware, a significant portion of the Acquisition Program is in the Manumuskin river watershed. Our organization strongly supports the passage of S1165 and we urge all concerned to support the same.

Sincerely,

CITIZENS UNITED

Donald L. Fauerbach
Director

DLF:dec

cc: Sen. Wm. Bradley
Sen. Frank Lautenberg
Cong. Wm. Hughes

CU
CITIZENS UNITED TO PROTECT THE
MAURICE RIVER AND ITS TRIBUTARIES, INC.
P.O. Box 474 Millville, NJ 08332

FOUNDED 1979